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ABSTRACT

In this report, the author indicates how the Texas school finance system works to the detriment of those districts in which Mexican American students are concentrated. Data for the report were taken from the Civil Rights Commission's 1969 survey of education for Mexican Americans in the southwest and the Department of Health Education and Welfare's 1968 survey of the ethnic composition of school staff and enrollment. According to the data, Mexican American school districts in Texas are handicapped by (1) lower property valuation in Mexican American districts, which results in less revenues although higher taxes are levied; (2) overburdened lower-income Mexican Americans, even at an equal tax rate, because no tax relief is provided; and (3) the failure of State aid under the Foundation Program to equalize the tax burden and to offset disparities in locally raised revenue. On the contrary, according to the author, the Foundation Program contributes to the inequities in local efforts by requiring Mexican American districts to pay more than their rightful share of Foundation costs. A related document is EA 004 602. (Author/JF)

U. S. COMMISSION ON CIVIL RIGHTS

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Investigate complaints alleging that citizens are being deprived of their right to vote by reason of their race, color, religion, or national origin, or by reason of fraudulent practices;

Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution;

Appraise Federal laws and policies with respect to equal protection of the laws;

Serve as a national clearinghouse for information in respect to denials of equal protection of the laws; and

Submit reports, findings, and recommendations to the President and the Congress.

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MEXICAN AMERICAN EDUCATION IN TEXAS:

A FUNCTION OF WEALTH

Report IV of the Mexican American Education Study

U.S. Commission on Civil Rights
August 1972

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LETTER OF TRANSMITTAL

U.S. COMMISSION ON CIVIL RIGHTS
Washington, D.C.
August 1972

THE PRESIDENT
THE PRESIDENT OF THE SENATE
THE SPEAKER OF THE HOUSE OF REPRESENTATIVES

Sirs:

The Commission on Civil Rights presents to you this report pursuant to Public Law 85-315, as amended.

This is the fourth in the Commission's series of reports investigating the barriers that lie between Mexican Americans and equal educational opportunity in the Southwest. It is unique among this series in that it focuses only on Texas which, alone of the five Southwestern States, enrolls the majority of its Chicano students in predominantly Chicano school districts. In this report, the fiscal practices of the State which restrict equal access to education are examined.

The Commission has based its findings on its own investigations and on data supplied by the Department of Health, Education, and Welfare in its 1968 Survey. In addition, it has used material gathered by the Texas Governor's Committee on Public School Education.

Mexican American school districts in Texas have been found to be handicapped in the following ways: (1) lower property valuations in Mexican American districts result in less revenues although they levy higher taxes; (2) even at an equal tax rate, the burden falls most heavily on lower-income Mexican Americans because no tax relief is provided; (3) State aid under the Foundation Program does not equalize the tax burden nor offset disparities in locally raised revenue. On the contrary, the Foundation Program contributes to the inequities in local efforts by requiring Mexican American districts to pay more than their rightful share of Foundation costs. Consequently, Mexican American districts receive three-fifths less revenue per pupil from State and local sources than Anglo districts receive.

By devising a school finance system in which expenditures for education are tied to the property wealth of the district and the personal wealth of its residents, Texas is administering a program whose expense goes beyond dollars and cents. It is financing massive deficits in human resources and achievement, perhaps the most costly luxury of them all.

We urge your consideration of the facts presented and your cooperative efforts in re-evaluating the status of school finance in Texas.

Respectfully,

Rev. Theodore M. Hesburgh, C.S.C., *Chairman*
Stephen Horn, *Vice Chairman*
Frankie M. Freeman
Maurice B. Mitchell
Robert S. Rankin
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PREFACE

This report is the fourth in a series on Mexican American* education in the Southwest by the U.S. Commission on Civil Rights. The series of reports provides a comprehensive assessment of the nature and extent of educational opportunities available to Mexican Americans in the public schools of the five Southwestern States of Arizona, California, Colorado, New Mexico, and Texas. One of the principal objectives is to inform educators, parents, legislators, and community leaders of the effects of certain educational policies and practices on the performance of Mexican Americans and students of other ethnic groups.

This report focuses on school finance in Texas as it affects the educational opportunity of Chicano students. The present school finance system in Texas was recently declared unconstitutional in a Federal court decision in *Rodriguez* v. *San Antonio Independent School District*. The plaintiffs, all of whom were Mexican Americans, alleged that the State educational finance system discriminates against districts with low property values and against districts with large ethnic and racial minority group enrollments. However, in this case, as in other recent school finance court decisions, the court ruling rested solely on district property wealth discrimination. Nevertheless, in Texas there is a close correlation between financial discrimination and ethnic and racial discrimination. This report points out the ways in which the Texas school finance system works to the detriment of districts in which Mexican American students are concentrated. Specifically it examines: (1) State aid to local school districts, particularly State apportionments granted under the Minimum Foundation Program; (2) property valuations upon which school districts rely for locally raised revenue; (3) property tax efforts of school districts; and (4) the relative economic burden of property taxes on differing income groups.

Data were collected on the financial status of districts in the five Southwestern States with the expectation that at least half of all Chicano students would be found in predominantly Mexican American districts. Thus, inequities in school finance affecting education for Chicano students would be clearly evident by comparing resources available to predominantly Mexican American as opposed to predominantly Anglo districts.[1] After examination of survey returns, it became obvious that only in Texas are Mexican Americans concentrated to such a degree in predominantly Mexican American districts.[2]

There is evidence that disparities occur within districts in the allocation of resources between schools.[3] Because segregation of Mexican Americans by school within districts is widespread in the Southwest, inequities in school financing might be more apparent in examining intradistrict information.[4] Unfortunately, the data accessible to the Commission at this time are not adequate for intradistrict analysis. The scope of this report is, consequently, limited to the comparative financial condition of districts in Texas.

Sources of Information

The primary sources of data for this report are the Commission's Spring 1969 survey of education for Mexican Americans in the Southwest and the Depart-

* The term Mexican American refers to persons who are born in Mexico and now hold United States citizenship or whose parents or more remote ancestors immigrated to the United States from Mexico. It also refers to persons who trace their lineage of Hispanic or Indo-Hispanic forebears who resided within Spanish or Mexican territory that is now part of the Southwestern United States.

The terms Mexican American, Chicano, and Spanish Surnamed are used interchangeably in this report. Increasingly, Chicano is becoming the term used by Mexican Americans. To many Mexican Americans, Chicano not only denotes a separate ethnic group but also symbolizes pride in one's language and culture and awareness of an unique historical experience that is rooted in the Southwestern United States.

Although all persons of Spanish surname are not of Mexican descent and all Mexican Americans do not have Spanish surnames, it has been estimated that the number of Spanish surnamed persons closely approximates the number of persons of Mexican descent. (See Grebler, Leo et. al., *The Mexican American People, The Nation's Second Largest Minority*. New York, The Free Press. 1970, pp. 601-608.

[1] The term Anglo refers to all white persons who are not Mexican American or members of other Spanish surnamed groups.

[2] In Arizona 69 percent of Mexican Americans are in predominantly Anglo districts. The corresponding figures are 83 percent, 91 percent, and 52 percent in California, Colorado, and New Mexico respectively.

[3] Washington Research Project and NAACP Legal Defense and Educational Fund, *Title I of ESEA, Is It Helping Poor Children?*, December 1969, pp. 16-19. See also *Hobson* v. *Hansen*, 269 F. Supp. 401, (D.D.C. 1967), *aff'd. sub. nom. Smuck* v. *Hobson*, 408 F. 2d 175 (D.C. Cir. 1969), *on motion for further relief, Hobson* v. *Hansen*, 327 F. Supp. 844 (D.D.C. 1971).

[4] U.S. Commission on Civil Rights, Report I: *Ethnic Isolation of Mexican Americans in the Public Schools of the Southwest*, U.S. Government Printing Office, Washington, D.C., April 1971, pp. 25-38.

ment of Health, Education, and Welfare's (HEW) Fall 1968 survey of the ethnic composition of school staff and enrollment.

The Commission's survey encompassed those school districts that were reported by HEW as having an enrollment 10 percent or more Mexican American.[5] Two survey instruments were used. A superintendents' questionnaire was sent to 538 districts in the Southwest with enrollments 10 percent or more Mexican American. A total of 532, or 99 percent, of those questionnaires was completed and returned to the Commission. In Texas 190 districts were mailed the questionnaire of which 188 responded.[6]

The Superintendents' Information Form sought data from school district offices regarding district personnel and board of education members, use of consultants and advisory committees on Mexican American education, and availability of and participation in in-service teacher training.[7] Data on the financial status of school districts were compiled from State annual statistical reports or obtained from special tabulations made by the State department of education. This information was recorded on a supplementary form attached to the superintendents' questionnaire.[8]

A second questionnaire was sent to the principals of 1,166 sampled elementary and secondary schools in the surveyed districts to which approximately 95 percent of the schools responded. Of 385 schools sampled in Texas, 347 returned a completed questionnaire.[9]

The Principals' Information Form requested data on such topics as condition of facilities; ability grouping and tracking practices; student and community participation in school affairs; availability of and enrollment in special programs, such as bilingual education and Mexican and Mexican American history and culture; and student reading achievement. This questionnaire was also the principal source of factual information on school staff salaries, education, and experience contained in this report.[10]

[5] Thirty-seven districts with enrollment 10 percent or more Spanish surnamed had not responded to HEW at the time the Commission drew its sample and, therefore, were not included in the survey. Eleven of these districts were in Texas.

[6] The two nonresponding districts in Texas were Edcouch-Elsa Independent School District and Houston Independent School District.

[7] The Superintendents' Information Form is found in Appendix A.

[8] This supplementary form is shown in Appendix B.

[9] Thirty-three of the 38 schools in Texas that did not return the principals' questionnaire were in Houston Independent School District. The district declined to participate in the survey because it was involved in court desegregation litigation.

[10] The Principals' Information Form appears in Appendix C.

Data on district expenditures with and without Federal aid, assessed property valuations, and tax rates for school districts in Texas were furnished by the Texas Education Agency (TEA). Computations necessary to provide information in the form requested by the Commission were made by TEA. Data were acquired for all 190 districts sampled in Texas, including those that did not respond to the superintendents' questionnaire.

Several reports published by the Texas Governor's Committee on Public School Education were a major source of information. District-by-district information on property valuations and State aid allocations contained in these reports was used extensively in the Commission's study. The analysis and conclusions of the Governor's Committee regarding the effectiveness of the Texas State aid program were particularly helpful in assessing the impact of the program on the financial status of districts with large numbers of Mexican American students. Other reports in this series previously published are:[11]

Ethnic Isolation of Mexican Americans in the Public Schools of the Southwest. This report examines the extent to which Mexican American students are isolated in separate schools and the degree to which they participate in the educational process as teachers, principals, superintendents, and school board members.

The Unfinished Education: Outcomes for Minorities in the Five Southwestern States. The effectiveness of schools in educating Mexican Americans and other minority students is measured in terms of reading achievement, school holding power, grade repetitions, overageness, and participation in extracurricular activities.

The Excluded Student: Educational Practices Affecting Mexican Americans in the Southwest. This report examines the extent to which the schools have adopted policies, programs, and practices that take into consideration the distinct linguistic and cultural characteristics of Mexican Americans.

Forthcoming reports will examine pupil-teacher interaction in the classroom and the relationship of school practices and conditions to academic achievement.

[11] A technical report on sampling methods, instrumentation development, data collection procedures, and data analysis for the Commission's study is also being published. It is entitled *Research Methods Employed in the Mexican American Education Study.* Due to the technical nature of the report, only a limited number of copies are being printed.

INTRODUCTION

Government at all levels—Federal, State, and local—plays a key role in financing the Nation's public schools.

The Federal role in providing financial support for elementary and secondary education began in 1917 with the passage of the Smith-Hughes Act. This legislation provided salary aid for teachers of elementary and secondary vocational education.[12] In the half-century since 1917, the Federal Government has significantly increased its financial assistance to public education below the college level. Financial aid is offered through a variety of categorical programs, such as construction of vocational schools, preschool programs for children from low-income families, in-service teacher training, and compensatory education for disadvantaged children. Despite the expansion of the Federal role in helping to finance public education, Federal aid today constitutes only about 8 percent of total revenue for elementary and secondary education.[13]

Local school districts traditionally have carried the major part of the responsibility for operating schools and financing education. Included among the many responsibilities of local school districts are: the appointment and dismissal of teachers and other employees; the determination of salaries for individual employees; the purchase of books and supplies; the construction of schools; and the levying of property taxes to raise educational revenue.

Local property taxes have been and still are the single largest source of public school revenue. Until 1930, 80 percent of all revenue was raised by school districts, mainly from property taxation. While this percentage has declined over the years, today district revenue still comprises about half of the Nation's budget for public elementary and secondary education.[14]

Heavy reliance on the property tax has been one of the principal causes of serious inequities in school finance. The value of property varies substantially from school district to school district. As a consequence, districts with low property values were unable to raise revenue comparable to that of their richer counterparts.

During this century there has been some shifting in the burden of financing education from local districts to the State. In 1900 about 20 percent of all revenue for public elementary and secondary education was raised by the States. By 1970, State aid comprised about 40 percent of income from all sources.[15]

Most State aid is apportioned is two forms: flat grants and equalization aid. Flat grants are distributed at a uniform rate per pupil regardless of the wealth of school districts or the special education needs of children attending school in each district. In contrast, equalization aid is intended to provide more financial assistance to those districts having low property values or a disproportionately large number of students with special needs, such as the physically handicapped or mentally retarded. Nearly all State aid plans incorporate some combination of both flat grants and equalization aid, although the trend in recent years has been to increase equalization aid assistance.

Despite the emphasis on equalization aid, most State financial assistance plans leave much to be desired. Court decisions have recently struck down school finance schemes in California, Minnesota, New Jersey, Texas, and Arizona, all of which dispense some form of equalization aid to local school districts.[16] In brief, the courts have found that:

1. Property valuations differ substantially between districts;

2. Poorer districts (as measured by the amount of taxable property value per pupil) on the average tax themselves at a greater rate and generate less revenue than wealthier districts;

3. State aid does little to equalize the disparities in expenditures per pupil between districts;

[12] The first significant act of the government in the arena of public school finance occurred during pre-Federal days with the passage of the Northwest Ordinance in 1787. This act endowed schools in the territorial United States with public land grants. From that time until 1917, most Federal aid went to Federal or public institutions of higher learning. For a description of the history of Federal aid see National Educational Finance Project, *Status and Impact of Educational Finance Programs*, Volume 4, Gainsville, Fla., 1971, pp. 224-240.

[13] Research Division, National Education Association, *Rankings of the States, 1968*, p. 46.

[14] National Educational Finance Project, Vol. IV, *op. cit.*, pp. 17-22.

[15] *Ibid.*, pp. 17-22.

[16] The court cases referred to are *Serrano* v. *Priest*, 5 Cal. 3d 584, 96 Cal. Reptr. 601, 487 Pac. 2d 1241 (1971); *Van Dusartz* v. *Hatfield*, 334 F. Supp. 870 (D. Minn. 1971); *Robinson* v. *Cahill*, No. L-18704-69, (Super. Ct. N.J. 1971); *Rodriguez* v. *San Antonio Independent School District*, C.A. No. 68-175-5A (W.D. Tex. 1971); and *Hollins* v. *Shofstall*, No. C-253652, (Super. Ct. Ariz., 1972). For a detailed discussion of these and other school finance cases, see *Inequality in School Financing: The Role of the Law*, the Commission report being published in association with this study.

4. Under such a system, the quality of education is a function of the wealth of districts;

5. This system of school finance deprives residents of poorer districts of equal protection of the laws under the 14th amendment to the U.S. Constitution.

Criticism of present school financing systems is not new to property tax administrators, economists, and educators. Rather, these and many other complaints have been lodged against both property taxation and State aid plans.

Property tax critics have pointed out a number of serious deficiencies.[17] They have argued that property ownership bears little relationship to personal income or taxpaying ability. The distinction between income and property, both of which are measures of personal wealth, is important. Although taxes are levied on property, the tax bill is paid with income. In the past, when substantially more people owned their own farms or small businesses, a man's income was derived from the sale of farm produce or livestock or the sale of goods manufactured by self-owned business. At that time, income was closely tied to property ownership. With the urbanization of our society, an ever increasing number of people began to earn their income from employment in government or industry. Today, although many people own their own homes, they rely on employment as their principal source of income. Thus, property ownership is no longer a valid indication of taxpaying ability.

Property taxes have been attacked on other grounds as well. It is generally conceded that the property tax is poorly administered in many States. For taxation purposes, property is usually assessed below its market or sales value. More often than not, property of equal sales value is assessed at different amounts. Since taxes are levied on assessed value, persons owning property that would bring the same price on the open market carry unequal tax burdens.

The property tax has also been criticized as regressive, that is, lower-income people usually must pay proportionately more of their income to property taxes than those who are in a better position to sustain this tax obligation. The regressive character of the property tax results in part from the fact that the poor spend more of their income on housing than those in middle- or upper-income brackets. Further, it has been found that low cost housing is generally assessed at a higher ratio to its market value than is high cost housing.

The inequities of the property taxes fall most heavily on poor districts. Lower-income people are often concentrated in districts with relatively low property values. Thus, not only does an equal tax rate yield less in a poor than a rich district, but the residents of poor districts must also pay more of their income to property taxes to support the education of their children.

State aid programs have been criticized for failure to counteract the inherent inequities of property taxation.[18] Although equalization aid comprises about 78 percent of State financial assistance,[19] the objectives of such aid have not been fully achieved. One reason has been the continued use of flat grants whereby districts, regardless of their property wealth, receive a uniform amount per pupil. In addition, State aid pays only 40 percent of the total costs of education, while property tax revenues comprise about half of the average district's income. Consequently, the effect of State equalization aid is often substantially offset by property tax revenue differences between wealthy and poor districts.

Substantial differences in per pupil expenditures among districts has been the inevitable outcome in every State. The existence of these disparities has precipitated heated and lengthy debate about the effect of expenditure levels on the quality of education a child receives. In a recent study, a group of researchers reaffirmed a central finding of the U.S. Office of Education's 1966 report, *Equality of Educational Opportunity*, that increased spending on schools has little effect on equal educational opportunity. Christopher Jencks, one of the participants in this study, contends that "the least promising approach to raising achievements is to raise expenditures."[20] In contrast, there are others who argue:

> Certainly the dollar is not the only requirement for equality in education. Nor does the dollar input give a positive index of education out-

[17] For a critique of the property tax see Dick Netzer, *Economics of the Property Tax*, Washington, D.C., The Brookings Institution, 1966; Jesse Burkhead, State and Local Taxes for Public Education, Syracuse University Press, 1963; and Advisory Committee on Intergovernmental Relations, State Aid To Local Government, Washington, D.C. 1969, pp. 35-36.

[18] See, for example, John E. Coons, William H. Clune III, and Stephen D. Sugarman *Private Wealth and Public Education*, The Belknap Press of Harvard University Press, Cambridge, Mass., 1970 and Charles S. Benson, The *Cheerful Prospect*, Houghton Mifflin Company, Boston, Mass., 1965.

[19] National Educational Finance Project, Vol. IV, *loc. cit.*, p. 32.

[20] Mosteller, Frederick and Moynihan, Daniel P. (Ed.), *On Equality of Educational Opportunity*, Vintage Books, New York, N. Y., 1972, p. 42.

put. Nevertheless, in our society you generally "get what you pay for", unless you are wasteful or not concerned about values and costs. But though greater expenditures do not absolutely assure higher quality in a product, there is a strong presumption that better quality costs more.

"On the other hand, one seldom finds superior quality at a low cost except in very unusual circumstances. This logic of the marketplace is applicable to school expenditures. Although there are no doubt schools with high costs and poor quality, it is difficult to find high quality at a low cost. One expert in educational finance said it this way: 'I have never have found a good, cheap school.' " [21]

Regardless of the relative merits of the debate on expenditures and their relationship to student achievement, no one would support the deliberate perpetuation of inequity in the funding of public education. Moreover, disparities in school finance are tangible and show inequality in concrete form.

In addition, local educators, those most directly involved in providing equal educational opportunitiy, have expressed the need for additional funds. In the words of one former school board member: "The case for additional school support is compelling so long as the system over which the school board member helps to preside falls short of affording each and every youngster every educational opportunity, save only that beyond his capability. The job is unfinished so long as children are allowed to reach the end of their teens without having fully developed their capability to progress toward a satisfying life, each to his own taste and talent."[22]

[21] National Educational Finance Project, *Future Directions for School Financing*, Gainesville, Fla., 1971, p. 6.

[22] L.L. Ecker-Racz, "How This School Board Member Sees It", *A Financial Program for Today's Schools*, Proceedings of The Seventh National Conference on School Finances, 1964, pp. 25-31.

CHAPTER I:

Overview of the Texas Finance System

As elsewhere, Federal and State aid and local property taxes in Texas provide the principal sources of educational revenue. Federal aid covers about 10 percent of all costs, and State aid comprises about 50 percent of the average school district's total budget.[23] Nearly all remaining costs are met from local district revenue,[24] of which 95 percent is secured from property taxes levied by the districts.[25]

Ninety-six percent of State aid is apportioned under a Minimum Foundation Program (MFP) enacted in 1949.[26] Although there have been some modifications of the original program, it remains essentially the same.

The Minimum Foundation Program has two facets. One establishes the MFP budget of all districts in the State, and the other determines the amount of that budget which will be met from local revenue.

In order to calculate the MFP budget of each district, the State sets down certain guidelines. It stipulates: (1) the maximum number of teachers, administrators, and other personnel whose salaries will be paid under the MFP; (2) the salaries that will be paid such personnel based on the position for which they are employed and their educational background and experience; and (3) specified amounts to cover the costs of goods and services.

After the MFP budget of every district is calculated, the budget requirements of all districts are added togetner and approximately 20 percent of the total costs are set aside for payment by the districts. Not every district, however, pays 20 percent of its own MFP costs. Some pay proportionately less, some pay more, depending upon their taxpaying ability. District taxpaying ability is determined first by an index or measure of economic activity for the county in which the district is located and,secondly, by the assessed valuation of the district. By these criteria, that portion of a district's MFP costs which the district must pay is computed. The district's share of MFP costs is called the Local Fund Assignment (LFA) and is raised through property taxation.

The State pays the difference between each district's Local Fund Assignment and its total MFP budget. State MFP funds are awarded in two forms: a flat grant per pupil and equalization aid.[27] The flat grant is a uniform amount per pupil allocated to districts regardless of their taxpaying ability. State equalization aid finances any remaining MFP costs not met by the Local Fund Assignment or the flat grant. That proportion of a district's MFP costs covered by equalization aid varies depending upon each district's taxpaying ability.

The Minimum Foundation Program does not meet all the costs of education. Consequently, districts levy property taxes above those necessary to pay their Local Fund Assignment in order to supplement the MFP. Legal maximum tax rates and the amount of property value within a district determine the extent to which it can raise additional revenue.

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[23] Research Division, National Education Association, *Rankings of the States, 1968*. Washington, D.C., 1968, pp. 45-46.

[24] In 1969 provision for a county equalization fund was enacted. Adoption of the fund is optional. Counties are required to raise and distribute equalization funds only by majority vote of the qualified voters owning property in the county.

[25] Texas statutes provide for four kinds of districts: common, independent, municipal, and rural high school districts. Most districts are independent. The county commissioner's court levies taxes for common school districts. The board of trustees of independent school districts may appoint an assessor-collector of taxes or may designate the county tax assessor-collector to perform this function. The city assessor and collector is responsible for property tax levies for municipal school districts unless the board of trustees contracts with the county assessor. The county assesses and collects property taxes for rural high school districts unless the board members appoint their own assessor-collector.

[26] The 1969 State legislature changed the name to the Basic Foundation Program. Since most of the data contained in the Commission's report are for years preceding this change, the former name is used.

[27] The flat grant per pupil is awarded from what is termed the Available School Fund, for which separate accounting is made in Texas. However, the flat grant is subtracted from the State's total obligation under the Minimum Foundation Program. For this reason, the flat grant per pupil is considered part of the MFP for the purposes of this report.

CHAPTER II:

The Minimum Foundation Program

The Minimum Foundation Program finances three basic types of costs: salaries of professional personnel, including those of teachers; current operational costs; and pupil transportation. The number of professionals for whom the State will pay salaries is based upon the number of students in average daily attendance in the district. The allowance for operating expenses is determined by the number of teachers employed by the district and eligible for State MFP salary aid. In addition, the State provides transportation aid based on the number of students living 2 miles or more from school, the number of miles traveled, and the condition of the roads. Table 1 outlines the formula by which personnel allotments and operational and transportation costs are currently calculated.[28]

Table 1. The Minimum Foundation Program Formula

A. Personnel Allocations

1. Classroom teacher units (districts with 300 pupils or more)*:

District Size	Allotment
157-444 pupils in ADA	One per 24 pupils in ADA
445-487 pupils	19 total
488 or more	One per 25 pupils in ADA

2. Vocational teacher units.
Two or districts with a 4-year accredited high school; additional as needed.

3. Special service teachers (librarians, nurses, physicians, visiting and itinerant teachers).
One for each 20 classroom teacher units (CTUs).

4. Special education personnel (exceptional children teachers, special education supervisors and counselors, special service teachers, psychologists, and paraprofessionals). Special education includes physically handicapped, mentally retarded, emotionally disturbed students, those with language and/or learning disabilities, and pregnant women.
Units are allotted according to regulations set forth by the State Board of Education.

5. Supervisor and/or counselor units.
One for the first 40 CTUs, one for each additional 50 CTUs.

6. Principal units:

CTUs Allotted District	Allotment
less than 3 CTUs	none
3-19 (without 4-year accredited high school)	One part time
9-19 (plus 4-year accredited high school)	at least two part-time additional to permit one part-

Source: Texas Education Code. Arts. 16.13—16.19, 16.315, 16.45, and 16.56.

[1] The Commission's Spring 1969 mail survey only included districts with 300 or more pupils.

[28] In 1969 some provisions of the MFP legislation were changed. The modifications include:

1. State supported kindergarten is being gradually implemented beginning with kindergarten for disadvantaged children.
2. Summer school, on a pilot basis, is authorized.
3. Districts with more than 1,600 pupils qualify for one teacher for each 25 students in average daily attendance, a reduction from the previous ratio of one to 26.
4. Vocational programs are authorized on operational allowance similar to that for academic programs. In addition, a "bonus" allowance of $400 is provided to encourage expansion of vocational programs. Restrictions on the types of vocational teachers a district may employ have been removed.
5. Teachers' aides are provided to relieve teachers of nonprofessional chores.
6. The regular operating allowance has been increased by $60.
7. A 20 percent rise in transportation allotments has been instituted.
8. Teachers' salaries have been increased. However, they are now paid on a 10-month rather than a 9-month schedule.

Undoubtedly, these changes have increased the MFP budget since the school year for which data were collected. However, they have not substantially offset inequities that remain in the basic system of school finance in Texas.

	time for each school with 2 CTUs
20 CTUs or more	One part-time and one full-time for first 20 CTUs; one part-time and one full-time for each additional 30 CTUs

7. Superintendent units
   One for districts with at least one 4-year accredited high school
8. Teachers' aides
   One for each 20 CTUs

B. Operating Allowances

1. Regular—$660 for each classroom teacher unit, exceptional children teacher unit, and vocational teacher unit
2. Vocational—$400 for each vocational teacher unit

C. Transportation

1. Regular—Allowances are based upon the condition of the roads, miles traveled, and the number of eligible children transported. Eligible children are those living 2 or more miles from their assigned schools.
2. Special education—$150 per pupil

In the 1968–69 school year, MFP budgets were lower in predominantly Mexican American districts than in predominantly Anglo districts.[29]
In predominantly Mexican American districts, where approximately 60 percent of the students of this ethnic group are found, the MFP budget averaged approximately $283 per pupil. As shown in the table below, the average per pupil budget in Anglo districts was substantially higher. For example, in districts 20 to 30 percent Chicano, the average per pupil budget was about 13 percent higher than in predominantly Chicano districts.

Table 2. Minimum Foundation Program Budget Costs per Pupil, 1968-69

Percent Mexican American of District Enrollment	Average Budget Amount
10-19.9	$300
20-29.9	325
30-49.9	298
50-79.9	283
80-100	284

Source: Governor's Committee on Public School Education, *The Challenge and the Chance, Supplement*, December 1968.

Salaries for professional personnel, more than any other cost, contribute to the disparities in MFP budgets. Ninety percent of all MFP funds go to pay for professional salaries. The salary for all professional personnel is determined in accordance with the salary levels set for classroom teachers, plus a set additional amount based upon the type of position held. Minimum salaries are based upon the number of years of experience and the educational attainment of the teachers employed by the district. In 1967–68, the minimum monthly salary for teachers with a bachelor's degree and no experience was $526 a month for a 9-month school year, $560 monthly for a master's degree teacher, and $348 for a nondegree teacher.[30] Salary increments were made on the basis of each year of creditable experience.

Those districts able to attract professional personnel with the highest degree of education also receive correspondingly more MFP money.[31] More highly educated personnel, rather than being evenly distributed among the districts, tend to be more heavily concentrated in

[29] Predominantly Mexican American districts are defined as those in which 50 percent or more of the enrollment is Chicano. Districts primarily Anglo are those in which less than 50 percent of the students are Chicano. These districts contain some black students. In Texas districts 10 percent or more Mexican American, 13 percent of the pupils are black. Of the 162,630 blacks in these districts, 60 percent are in Houston, San Antonio, and Galveston Independent School Districts. Houston School District is 13 percent Chicano, 33 percent black, and 53 percent Anglo. Galveston is 19 percent Chicano, 39 percent black, and 42 percent Anglo. San Antonio is 58 percent Chicano, 15 percent black, and 27 percent Anglo. Of the remaining districts in the Commission sample, only three are predominantly black. All are between 10 and 15 percent Mexican American and have small enrollments. Because so few students are in these districts, figures compiled by the Commission should be affected very little by any inequities in school finance that may exist for predominantly black districts.

[30] Present MFP salary schedule allows for a minimum State supported salary of $6,000 for a B.A. degree teacher with no experience, and a maximum of $10,780 for teachers with a master's degree and 10 years or more experience. Nondegree teachers are payed 80 percent of the minimum salary, or $4,800 yearly.

[31] In addition, they receive the benefit of higher State-paid retirement contributions that follow these teachers. Since retirement contributions are made under a separate State aid program, they do not affect MFP budget levels, but they do have impact on total State allocations to school districts.

Anglo districts than in Mexican American districts. For example, in districts less than 25 percent Mexican American, about one-third of the professionals have master's degrees, while in districts 75 percent or more Chicano little more than one-fifth of all professionals hold graduate degrees. (See Table 3.) Further, almost twice the proportion of professionals in Mexican American districts have no degree at all, compared with those in Anglo districts.

Table 3. Education of Professional Personnel by Percent Mexican American of District Enrollment[1]

Percent Mexican American of District Enrollment	Nondegree	B.A.	Master's[2]
0-24	2.9	63.8	32.9
25-49	2.1	70.3	27.6
50-74	33.2	69.3	27.4
75-100	5.4	71.7	22.8

Source: USCCR Spring 1969 survey

[1] In its Spring 1969 survey the Commission gathered information on teacher salary and education from primarily Anglo and predominantly Chicano schools. Because about 80 percent of teachers in predominantly Chicano schools in Texas are also in predominantly Chicano districts, teacher salary and education information by schools is reasonably indicative of such information by district.

[2] Although there are a few teachers with doctor's degrees, they comprise less than 1 percent of the total. These teachers are not included in the tabulation.

A parallel situation exists in relation to educational attainment of teachers in Anglo and Chicano districts. (See Table 4.) Nearly 30 percent of the teachers in districts less than 25 percent Mexican American hold master's degrees compared with about 18 percent of teachers in districts 75 percent Mexican American or more. Further, teachers in districts with the heaviest Chicano concentration are nearly twice as likely to hold no college degree at all as those in primarily Anglo districts. Although the statewide average for professional teachers holding no degree is about 2 percent, [32] the figure for districts of heaviest Chicano enrollment is above that, at 5 percent. This is significant, not only because of the overabundance of less educated teachers for Chicano students, but also because nondegree teachers attract considerably less in MFP dollars for their district, and teachers' salaries comprise the major part of State salary aid for all professionals.

[32] Governor's Committee on Public School Education, *Research Report, Volume III, Public Education in Texas—Staffing the System*, Austin, Tex. 1969, p. 103.

Table 4. Education of Teachers by Percent Mexican American of District Enrollment

Percent Mexican American of District Enrollment	Nondegree	B.A.	Master's
0-24	3.0	67.9	28.7
24-49	1.9	75.3	22.8
50-74	2.7	74.0	23.2
75-100	5.0	76.6	18.3

Source: USCCR Spring 1969 survey

Not only are Chicano districts weighted down with less well educated teachers, but they also have more than their share of emergency permit teachers. Emergency permit teachers do not meet all requirements for State certification. As pointed out by the Governor's Committee Report:

> In the five counties (Bexar, Cameron, El Paso, Hidalgo and San Patricio) making major use of nondegree teachers, certain common characteristics exist. The districts have large ethnic minority groups with bilingual problems. The production of certified teachers in the counties is substantially below requirements each year. The districts typically pay at or only slightly above the state minimum salary schedule.[33]

Although it might appear that emergency permits are issued to persons who are not fully qualified because of a shortage of teachers, the actual problem is that fully certified teachers prefer to work in Anglo districts. The Governor's Committee notes that "because many of them [teachers] find it difficult or unsatisfying to work with culturally disadvantaged children, many schools in crowded areas . . . have large numbers of young teachers not yet permanently certificated. In a district where large numbers of culturally disadvantaged children go to school, there are 10 times as many temporarily certificated teachers as in another type of district in the same city."[34] Thus, in general, Chicano districts have had to get by with those surplus teachers remaining after the positions in Anglo districts are filled. Not only does this situation have unfortunate consequences for the education of Chicano

[33] *Ibid.*, p. 104

[34] Governor's Committee on Public School Education, *Research Report, Volume II, Public Education in Texas—Program Evaluation*, Austin, Tex. 1969, p. 40.

students, but it also results in less MFP funds—funds upon which districts so heavily rely.

Mexican American districts are not only unable to attract the better educated teachers that bring greater MFP financial support, but are even unable to fill the teacher slots allocated to them by the MFP. Examination of pupil-teacher ratios indicates that proportionately fewer teachers are employed in Chicano districts which increases class size. The State average pupil-teacher ratio is 24.7.[35] Among districts in the Commission's survey, the pupil-teacher ratio in those less than 80 percent Chicano hovers at the State average. However, the ratio in districts 80 percent or more Mexican American reaches 25.4. This is true despite the fact that smaller size special education classes, such as those for "English as a Second Language" and "Remedial Reading", would more commonly be expected in districts of heaviest Mexican American enrollment.

The inability of Chicano districts to fill open positions was noted in the Governor's Committee Report, in reference to two Bexar County districts. In one school year a predominantly Chicano district in the inner-city of San Antonio was unable to fill 45 professional positions for which it was eligible for State MFP salary aid. In that same year a nearby Anglo suburban district employed 91 professionals above and beyond those for which it was entitled to receive State MFP aid. As a consequence, the Chicano district, with 5 times less property value than the Anglo district, received less State aid per pupil than its wealthier Anglo neighbor. (See Table 5.). This places a severe financial strain on a Chicano district already in desperate fiscal straits. Incomplete staffing also contributes to a less favorable learning situation for Chicano students.

The difficulty which Chicano districts face in attracting fully qualified, highly educated, and experienced teachers is ultimately reflected in the salaries of teachers and professional personnel and in the total MFP budgets of these districts. Research on State-supported professional personnel salaries indicates that average base salary, provided solely by the MFP, decreases as the minority composition of the district increases. (See Table 6.) Professionals with the highest level of education and experience, who receive higher pay, are more often found in Anglo districts, making total MFP budgets in Anglo districts consistently higher. In contrast, those professionals receiving lower pay due to lower levels of education and experience are most frequently found in Mexican American districts.

Table 5. Tale of Two Districts

District Characteristics	Core City District	Suburban District
Enrollment	22,000	23,000
Family Income (Annual)	$ 3,300	$ 7,400
Population Composition		
Spanish Surname	76%	7%
Negro	5%	0%
Anglo	19%	93%
Extra Professional Personnel beyond MFP	(45)*	91
Percent of Teachers on Emergency Permits	52%	5%
State Aid Per ADA	217	$ 221
Full Property Value Per ADA	5,875	$29,650

* Bracket indicates deficit figures

Source: Governor's Committee on Public School Education: *The Challenge and the Chance*, August 1968, p. 39.

Table 6. Average Foundation Salaries for All Professional Personnel by Minority Composition by District Enrollment

Percent Minority of District Enrollment	Average Foundation Salary
0-9.9	$6,184
10-19.9	6,269
20-29.9	6,269
30-39.9	6,247
40-49.9	6,201
50-59.9	6,187
60-69.9	6,151
70-79.9	5,861
80-89.9	5,869
90-100	5,778

Source: Brief prepared by the Mexican American Legal Defense and Education Fund for plaintiffs-appellants in *Guerra* v. *Smith*, No. A-69-CA-9 (U.S.D.C. for Western District of Texas, Austin Division); appeal pending No. 71-2857, U.S. Court of Appeals for the Fifth Circuit.

The same relationship between salary and the Chicano composition of district enrollment holds true for the teaching staff. (See Table 7). Teachers in districts of heaviest Anglo concentration have an aver-

[35] *Ibid.* p. 7.

age salary about $385 above that for teachers in districts 75 percent or more Chicano. These salary differences, when looked at in terms of the total number of professional staff employed by the district, amount to a significant difference in total money available to individual districts.

In every way, Anglo districts benefit more from the Minimum Foundation Program than Mexican American districts. Anglo districts to a slightly greater degree attract better educated teachers, and receive more MFP salary aid that accompanies these teachers. Further, while Anglo school districts are able to create additional positions beyond those financed by the MFP, Chicano districts are often unable to fill some positions for which they are entitled State aid. When all these disparities are taken together, they amount to lower MFP budgets for predominantly Mexican American districts.

Table 7. Average Teacher Salary by Percent Mexican American of District Enrollment[1]

Percent Mexican American of District Enrollment	Average Salary
0-24	$6,458
25-49	6,291
50-74	6,269
75-100	6,072

Source: USCCR Spring 1969 survey

[1] Teacher salaries include district supplements to the MFP foundation pay. At first glance, when compared to nonsupplemented salaries in Table 6, it might appear that total salaries are not affected by district salary increments. However, Table 6 indicates salary figures for all professional personnel, which include additional pay for nonteaching professionals, such as supervisors and principals. Thus, comparison of these two sets of data on professional and teacher salary is not valid for determining the effect of district supplements to foundation pay.

CHAPTER III:

The Local Fund Assignment

Inequities of the Texas finance scheme stem not only from the manner in which district MFP budgets are calculated. There are also weaknesses in the method for computing the Local Fund Assignment that work to the disadvantage of predominantly Mexican American school districts.

The Local Fund Assignment is that portion of total MFP costs which the districts must pay. Approximately 20 percent of total MFP costs is set aside for payment by all districts in the State. The share of the total LFA each district must pay is determined by its economic ability in relation to that of all other districts. Economic ability is defined first in terms of a County Economic Index and, secondly, by the assessed property valuation of the districts.

Three factors comprise the County Economic Index. They are:

1) assessed property valuation of the county;

2) scholastic population of the county; and[36]

3) income for the county as measured by the value added by manufacture, value of minerals produced, value of agricultural products, and payrolls for retail, wholesale, and service establishments.

These factors are converted into an index that represents the percent of statewide economic activity found in each county. That figure also represents the percent of total State LFA costs which must be raised through the combined effort of all districts in each county. Each district's share of the county LFA is determined by the percent of total county assessed valuation located within the district.

The method for computing Local Fund Assignments is further complicated by a system of credits granted to certain districts. In 1957–68, because of these credits, the gross LFA of about one of every six districts in Texas was reduced and State aid increased by an equal amount.[37] These credits totaled nearly $7 million. In the following school year, this amount was added to the Local Fund Assignments of those districts not receiving credits.

[36] Scholastic population includes all children over 6 and under 18 years of age.

[37] Districts benefiting from such credits totaled 219. There are 1,273 districts in Texas.

Credits for which the fortunate districts are eligible include those for special lands, maximum tax rate, and orphan homes.[38] Special land credits are awarded to those districts in which State university owned land, State owned prison land, and federally owned forestry land, military reservations, and Indian reservations are located. Maximum tax rate credits are given to districts that are unable to raise their Local Fund Assignment even when taxing themselves at the maximum tax rate allowed.[39] Orphan home credits go to districts educating children who are wards of these tax exempt institutions.

The prescription for computing the Local Fund Assignment of each district, inclusive of tax credits, was intended to make tax burden commensurate with taxpaying ability. While, on the average, about 20 percent of MFP costs are paid by local districts, not all districts pay 20 percent of their own MFP costs. Some districts pay proportionately more and some pay less, dependent upon a supposedly fair measure of their financial ability.

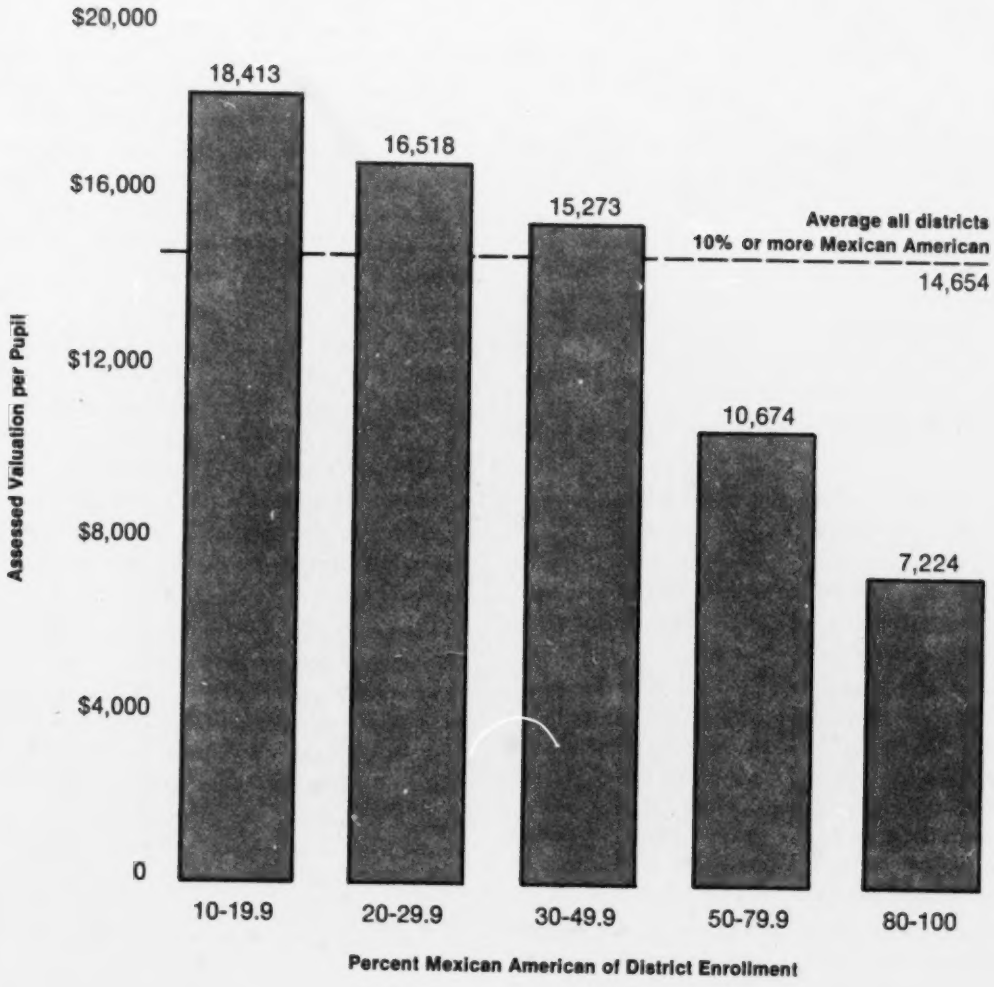
Predominantly Mexican American districts have substantially less taxpaying ability than Anglo districts. (See Figure 1.) There is a steady, sharp decline in assessed valuation per pupil as the percent Chicanos comprise of district enrollment increases. Assessed valuation of primarily Anglo districts is above the average of all districts encompassed in the Commission's study, while that for predominantly Chicano districts is well below average. At the two poles, assessed valuation of districts 80 percent or more Mexican American is two-fifths that of districts 10 to 20 percent Chicano.

[38] LFA credits also involve "budget balance" districts. These are districts in which the LFA plus State per capita apportionment exceeds costs calculated for that district. These districts do not receive State MFP equalization aid. "Budget balance" credits totaled $5.2 million for the 1967-68 school year.

[39] The LFA is raised by levying what is termed a maintenance tax. With certain exceptions the maximum maintenance tax is $1.50 for each $100 of assessed valuation. Districts also levy bond taxes to pay the principal and interest on outstanding debts.

Figure 1.

Assessed Property Value per Pupil (1967-1968)



Source: *Governor's Committee on Public School Education, The Challenge and the Chance, Supplement,* December 1968.

Clearly, predominantly Mexican American districts are among the poorest in Texas.[40]

At first glance, the use of assessed valuation to determine local district contributions to the Minimum Foundation Program appears to result in a reasonably equitable outcome. However, closer examination reveals at least two major faults, one relative to the equalizing effect of State aid and the other to the tax effort school districts must make to raise their Local Fund Assignment.

As shown in Table 8, State grants per pupil to predominantly Mexican American districts are greater than those to Anglo districts. Nevertheless, if the method for calculating MFP budgets were equitable, the MFP budgets of Chicano districts would be more comparable to those of Anglo districts. Under such circumstances, Chicano districts would receive more State aid per pupil than they now do.

Table 8 also shows that Chicano districts pay proportionately less of their MFP budget costs than Anglo districts. Despite this fact, the LFA rate, or the tax effort necessary to raise the Local Fund Assignment, is higher in Chicano districts. The average LFA rate of districts 80 percent or more Mexican American is 13 cents per $100 of the market value while the LFA rate of districts 20 to 30 percent Chicano is less than 11 cents.[41] (See Table 9.)

Variations in LFA rates can be attributed to serious

Table 8. State and Local Contributions to the Minimum Foundation Program—1968-69

Percent Mexican American of District Enrollment	Total MFP Entitlements Per Pupil	State Share	Local Share	Percent Local Share Is of Total MFP Costs[1]
10-19.9	$300	$235	$65	21.7%
20-29.9	325	255	69	21.3
30-49.9	298	240	59	19.6
50-79.9	283	248	34	12.1
80-100	284	257	27	9.6

Source: Governor's Committee on Public School Education, *The Challenge and the Chance, Supplement*, December 1968.

[1] The percent the local share is of total MFP costs was calculated using total rather than per pupil dollars. Since per pupil costs were rounded to the nearest whole dollar, the percent the per pupil local share is of per pupil MFP entitlements may not correspond precisely with the percentage shown.

deficiencies in the three criteria for determining Local Fund Assignments: the county Economic Index, district assessed valuation, and tax credits. The county Economic Index has been described as an "approach to evaluating local ability [that] offers a little better measure than sheer chance, but not much."[42] Due to lack of uniformity in property assessment practices between counties, taxpaying ability, as computed for the Economic Index, bears little resemblance to actual comparative financial capacity. Scholastic population, the second factor of the Economic Index, reflects very little, if at all, on ability to pay taxes. As so vividly demonstrated by the Texas finance scheme itself, money does not necessarily follow pupils in proportionate degree. Values added by manufacture, agriculture, and payrolls have also been criticized mainly because they are available only after a time lag of 4 or 5 years.[43] All in all, the Economic Index has proved somewhat less than effective. Several authorities, including former proponents of the Index, have recommended it be replaced by the single criterion of equalized property values.

Assessed property valuations as a measure of each district's ability to pay its share of the county Local Fund Assignment also are inequitable.

Assessment of property values is a task often dele-

[40] Part of the reason property values are so low in Mexican American districts is because many are located in the economically depressed area of south Texas. However, even in this area a number of Mexican American districts border on wealthier Anglo school districts. Consolidation of Chicano and Anglo districts in many instances would raise the tax base supporting the education of Mexican American students and promote integration. At the same time, consolidation might also result in dilution of the Mexican American voice in determining educational policies and practices unless safeguards are provided to assure proportional representation of this ethnic group in the decisionmaking process. Consolidation of districts was one of the major recommendations of the Governor's Committee on Public School Education. The Governor's Committee felt consolidation would achieve three purposes: (1) greater uniformity in property values between districts; (2) provision of additional services and programs, which are presently not economically feasible in smaller districts; and (3) reduction of administrative costs to support the education of each child.

[41] Tax rates are normally expressed as a given amount for each $100 of assessed value. Since the ratio of assessed value to actual sales or market value differs among districts, market value is used here as the criterion. Tax levies on each $100 of market value express the effective or real rather than nominal tax effort of the district.

[42] Governor's Committee on Public School Education, *Research Report, Volume V, Public Education in Texas—Financing the System*, Austin, Tex., 1969, p. 48.

[43] The Texas Education Agency in *A Report on the Economic Index*, January 1953, p. 2 notes that adjustments made to overcome the time lag tend to distort the Economic Index.

Table 9. Effective Local Fund Assignment Rates, 1968-69

Percent Mexican American of District Enrollment	Effective LFA Rates (per $100 of market value)
10-19.9	$0.154 [1]
20-29.9	0.107
30-49.9	0.111
50-79.9	0.119 [2]
80-100	0.131

Source: Governor's Committee on Public School Education, *The Challenge and the Chance, Supplement*, December 1968.

[1] Houston Independent School District, which is 13 percent Mexican American has a high LFA rate of $0.190. Due to its large enrollment—approximately 246,000—its total LFA is substantially greater than that of any other district 10 to 20 percent Mexican American. Thus, the average effective LFA rate of districts is somewhat inflated. The average effective LFA rate for districts of this ethnic composition, exclusive of Houston, is $0.131.

[2] El Paso Independent School District, which is about 55 percent Chicano, has an unusually low LFA rate of $0.089. The district has a sizable enrollment and a substantial total LFA. The influence of this district's situation depresses the average LFA rate of all districts in this category. The LFA rate for districts of similar ethnic composition, excluding El Paso, is $0.125.

gated to poorly trained, elected officials. Many assessors have no set criteria for judging the actual value of land, especially that of property which does not change hands frequently. In rural areas, the assessors often take the word of the owner regarding the value of his property. In most cases, property located outside cities is assessed as though it were undeveloped, that is, with no buildings or improvements. As a consequence, property of similar market value is assessed at varying amounts.

Further, the ratio of assessed to market value varies substantially by district. This state of affairs is sanctioned by law. Although Texas law prescribes that property be assessed at its sales or market value, the courts have ruled that property may be assessed at less than market value, provided that all property within a given taxing unit is assessed at the same ratio to market value. However, differences in assessment ratios between taxing units, including school districts, are legally permissible.

In addition, assessment ratios are generally higher in predominantly Mexican American districts than in primarily Anglo school districts. (See Table 10.) For example, every real dollar's worth of property in districts 80 percent or more Chicano is valued at about 35 cents. In districts 20 to 30 percent Mexican American the same dollar's worth of property is valued at 25 cents.

Two reasons for higher assessment ratios in predominantly Mexican American districts can be inferred. First, Chicano districts are probably motivated to assess property at a higher ratio to true market value in order to squeeze more revenue from their comparatively low property values. Second, tax assessors generally value low cost property at a higher ratio to its market value than high cost property.

Whatever the explanation for higher assessment ratios, matching each dollar of assessed property value in a Mexican American district with a similar dollar in an Anglo district gives the impression that Chicano districts are wealthier than they actually are. Since assessed value is used as the measure of taxpaying ability, which in turn determines the amount of Local Fund Assignment to be paid by the district, predominantly Mexican American districts are required to pay more than their fair share of total LFA.

Special land, maximum tax rate, and orphan home credits used to reduce the LFA and increase State aid also do injustice to most Chicano districts.[44] Special land credits for State university owned land, State owned prison land, federally owned forestry land, military installations, and Indian reservations have little rationale for existing. These lands are not subject to property taxation and, therefore, do not appear on tax rolls used to compute district Local Fund Assignments. Nevertheless, the value of the lands is subtracted from the tax rolls upon which they do not appear, and the fortunate recipients realize what amounts to a bonus.

Credit for military installations is even more anomalous. School districts educating children whose parents live and/or work on military reservations receive Federal "impacted area" aid. These funds are not only intended to assist districts in educating children for which they would not otherwise be responsible, but also to compensate them for losses in property taxes.[45] State credit provisions represent a duplicate bonus.

[44] Credits involving "budget balance" districts are not treated here because LFA reductions coupled with increased State aid do not accrue to these districts.

[45] School districts in Texas were granted a total of about $32.1 million in "impact aid" in fiscal year 1968-69. This decreased to approximately $30.5 million in fiscal year 69-70. See U.S. Department of Health, Education, and Welfare, Office of Education, *Administration of Public Laws 81-874 and 81-815, Twentieth Annual Report of the Commissioner of Education, June 30, 1970*, Washington, D.C., U.S. Government Printing Office, 1971, pp. 92-97.

Table 10. Property Values and Assessment Ratios, 1967-68

Percent Mexican American of District Enrollment	Market Value Per Pupil	Assessment Ratio	Assessed Value Per Pupil
10-19.9	$48,326	38.1% [1]	$18,413
20-29.9	66,943	24.7	16,518
30-49.9	56,137	27.2	15,273
50-79.9	30,334	35.2	10,674
80-100	20,813	34.7	7,224
All Districts 10 Percent or More Mexican American	43,222	33.9	14,654

Source: Governor's Committee on Public School Education, *The Challenge and The Chance, Supplement,* December 1968.

[1] Forty percent of all market value of districts 10 to 20 percent Mexican American is in Houston Independent School District, which has a very high assessment ratio. This tends to inflate the average assessment ratio for all other districts in this category. The assessment ratio for districts 10 to 20 percent Mexican American, exclusive of Houston, is 33.8 percent.

Maximum tax rate credits were originally intended to assist "common school districts".[46] In 1949, when the Minimum Foundation Program was implemented, a substantial number of common school districts was in existence. Property within these districts is appraised by the county assessor. Generally, county assessors, who are elected officials, appraise property at a lower ratio of true market value than do those appointed by independent school districts.[47] In the past, common school districts were often unable to produce their Local Fund Assignment even at the maximum legal tax rate, and consequently received a credit equal to the amount of LFA they could not raise. This apparently reasonable credit provision has since been broadened to include independent school districts. These districts are allowed to utilize lower county property valuations for taxation purposes. By this artificial means, nearly 10 percent of all independent districts are able to qualify for maximum tax rate credits.

Tax credits to districts that provide schooling for orphans have little to do with equalizing the tax burden of the Local Fund Assignment. Children who live in orphan homes are counted in average daily attendance totals when the level of the district's Minimum Foundation Program is determined. Further, since the land and buildings of these institutions are exempt from taxation, they are not included in the tax rolls when measuring the districts's ability to finance its share of MFP costs.

With one exception, these three tax credits primarily benefit Anglo school districts more than Mexican American districts. The one exception is El Paso Independent School District, which is about 55 percent Mexican American. In 1967–68 this district received a tax credit of $965,340 for Federal military property that lies within its boundaries. This amount represents about 15 percent of all credits granted for special lands, maximum tax rates, and orphan home children. However, only about 7 percent of all Mexican American students in Texas are enrolled in El Paso ISD. Thus, the impact of the tax credit on the financial support of education affects only a small proportion of Chicano students. In addition, the effect of this tax credit on the Local Fund Assignment for El Paso is somewhat offset by the disproportionately high LFA that would otherwise accrue to it because it has an above average assessment ratio. Property within the district is assessed at 44.4 percent of its market value, an assessment ratio that is substantially higher than the average of 33.9 percent found among all districts encompassed in the Commission's survey. Since a district's Local Fund Assignment is based on assessed valuation, El Paso ISD, without the credit, would have to sustain a tax burden surpassing that of the majority of districts in Texas. The credit in part serves to place El Paso ISD's Local Fund Assignment tax burden on an equal footing with that of most other districts and in part constitutes an actual bonus.

Exclusive of tax credits given to El Paso ISD, Mexican American districts fare very poorly. It is estimated that credits to predominantly Anglo districts amount to about $4.02 per pupil compared to $1.55 in Chicano districts.[48]

Thus, the three major components for computing

[46] Common school districts are generally located in rural areas and usually share the services of a county school board, county superintendent, and county tax assessor. In 1950, there were about 1,560 common school districts. Today, there are about 260. These represent about 20 percent of all districts in Texas. (See Governor's Committee on Public School Education, *Research Report, Volume IV, Public Education in Texas—The Organizational Structure,* 1969, p. 9.)

[47] Governor's Committee on Public School Education, *loc. cit., Research Report, Volume V,* pp. 62-63.

[48] Since the year for which information on tax rate credits was made available by the Governor's Committee, Houston ISD, which was included in the Commission's survey, has qualified for a maximum tax rate credit. This has probably increased per pupil credits to primarily Anglo districts.

Local Fund Assignments—the County Economic Index, district assessed valuation, and tax credits—result in higher tax rates in predominantly Chicano districts than in most predominantly Anglo districts. This tax burden is, of course, unfair as such. Equally important, since the State also mandates maximum legal tax rates, is the fact that the financial burden of the Local Fund Assignments also restricts the ability of Mexican American districts to supplement the minimum educational program supported by the State.

CHAPTER IV:

Supplementing the Minimum Foundation Program

School districts levy taxes to raise additional revenues beyond those required to meet the Local Fund Assignment. The rate at which a district can tax itself is influenced by two factors: legal maximum tax rate limitations and the economic burden which taxpayers are willing or able to bear.

In Texas statutory provisions permit districts to levy both a maintenance tax and a bond tax. With certain exceptions, the maximum allowable maintenance tax rate is $1.50 on each $100 of assessed valuations.[49] Maintenance tax revenues are utilized to meet the LFA and to supplement State aid.

In addition, districts may levy a bond tax not greater than $1 per $100 of assessed valuation. The proceeds are used to pay the interest and principal on outstanding bonded indebtedness. Bonded indebtedness is incurred by issuing negotiable bonds to provide revenue for construction and equipment of school buildings and for purchase of land. School districts in Texas have the sole responsibility for paying the costs of building new schools. Aggregate bonded indebtedness may not exceed 10 percent of the district's assessed valuation. Since Chicano districts have lower per pupil assessed valuation than Anglo districts, they obviously encounter greater difficulty in financing new school construction.

The maintenance tax together with the bond tax provide a composite picture of a district's total effort to support the operation of its school program. Maintenance and bond taxes are normally expressed as a given amount on the assessed value of property. However, tax rates on assessed valuation are misleading indicators of the actual or effective effort of districts. A person's tax bill is determined not only by the tax rate but also by the ratio at which his property is assessed of its market value. Take for example, two individuals who own houses with sales values of $20,000 each. One house is assessed at $10,000; the other at $5,000. The tax rate is $1 on each $100 of assessed value. Although both persons own houses worth $20,000 on the open market, one pays $100 in property taxes and the other $50. One way to express the actual or effective tax burden of the two individuals in equal terms is to multiply the nominal tax rate on assessed value by the ratio of assessed to market value. This adjustment permits tax rates to be expressed in terms of market value.

Viewed from the perspective of tax rates on assessed value, predominantly Anglo districts appear to be making more of an effort than predominantly Mexican American districts. However, effective tax rates, or tax on market value, is generally higher in Chicano districts. Although Chicano districts levy lower tax rates on assessed value, property is assessed at a higher ratio to its market value. (See Table 11.) As a consequence, predominantly Mexican American districts are, in effect, imposing a heavier property tax burden on themselves than are Anglo districts.

Table 11. Total Tax Rates, 1967-68

Percent Mexican American of District Enrollment	Nominal Tax Rate (Tax on Assessed Value)	Assessment Ratios	Effective Tax Rate (Tax on Market Value)
10-19.9	$1.58	38.1%	$0.60[1]
20-29.9	1.69	24.7	0.42
30-49.9	1.68	27.2	0.46
50-79.9	1.56	35.2	0.55
80-100	1.60	34.7	0.56

Sources: Governor's Committee on Public School Education, *The Challenge and the Chance, Supplement,* December 1968, and Commission Spring 1969 Survey.

[1] Houston Independent School District, which has 40 percent of the property values of districts 10 to 20 percent Chicano, has a high tax rate on assessed value and a high assessment ratio. This tends to inflate the average effective tax rate of districts in this category. The average effective tax rate for districts 10 to 20 percent Mexican American, exclusive of Houston, is $0.53 per $100 of marke value.

There is evidence that even within districts this burden does not fall equally on every individual. In discussing tax burden on individuals, three assumptions are made regarding the economic status of Mexican Americans. All are based on the fact that the average

[49] Districts in counties with a population of 150,000 or more may levy a tax of $1.75, provided that the product of 50 cents per $100 of assessed value is set aside to pay for the costs of construction, repair, and equipment. However, districts in counties with a population of 190,000 or more may increase their tax rate to as much as $2, again provided that revenue generated from a 50 cent tax on each $100 of assessed valuation is utilized to pay construction, repair, and equipment costs.

annual income of Mexican Americans is substantially below that of Anglos.[50] The assumptions are: (1) Mexican Americans are less likely than Anglos to own their own business or to hold extensive investments in business enterprises; (2) Mexican Americans are less likely to own their own homes than Anglos. However, they are probably more apt to have money invested in a home than in a business, since most business ventures require a greater capital investment; (3) the property value of homes owned by Mexican Americans is probably less than that of homes owned by Anglos.

While these assumptions may be accepted as valid, they do not necessarily lead to the conclusion that Mexican Americans pay less in property taxes than Anglos for the education of their children. Corporations and individuals that own property and pay the tax bill are not always those upon whom the tax burden ultimately falls. Property tax authorities generally maintain that taxes on rental housing and most business properties are passed on to the consumer by adding the cost of the tax to the price of goods or services. Thus, taxes on these properties are, in effect, a hidden sales tax.[51] Since sales taxes are themselves regressive, a property tax passed on to the consumer has a similar effect on the pocketbook.[52]

Unlike the property tax on rental housing and most business properties, taxes on owner-occupied housing, farms, and unimproved lands cannot be so easily shifted and the owners themselves carry most of the economic burden. However, taxes on these classes of property are also regressive for two reasons. Families spend a smaller proportion of their income on housing as family income rises. Further, very often the ratio of assessed value to market value is higher for lower priced houses than for higher priced houses.[53] As a result, lower-income homeowners are hit harder by property taxes than persons in other income groups.

Property taxes, whether they can be shifted to someone other than the owner or not, are regressive in nature. Substantial evidence has been amassed indicating that the poor ultimately pay proportionately more from their income toward property taxes than do those in the middle- or upper-income brackets. For example, as shown in Table 12, individuals earning less than $2,000 per year pay slightly more than 7 percent of their income in property taxes while persons making more than $15,000 pay about 3 percent of their income in property taxes, after Federal income tax write-offs.

Average annual income per student in predominantly Mexican Amerian districts is below that in predominantly Anglo districts.[54] As shown in Table 13, there is a steady decline in average income per pupil as the proportion of Mexican Americans in district

[50] According to the 1970 census, throughout the United States males of Mexican origin, 25 years of age or older, have a median annual income of $6,002. All white males in the same age category including those of Mexican origin, have a median income of $8,224. The median income of females of Mexican descent, 25 years of age or older, is $2,204. Median income of all white females similarly situated, inclusive of those of Mexican descent, is $2,665. See U.S. Department of Commerce, Bureau of the Census, Current Population Reports, *Selected Characteristics of Persons and Families of Mexican, Puerto Rican, and other Spanish Origin: March 1971*, Washington, D.C., U.S. Government Printing Office, October 1971, Table 4 on p. 6.

[51] Dick Netzer, *Economics of the Property Tax*, Washington, D.C., The Brookings Institution, 1966, p. 40. Dick Netzer represents one of two opposing schools of thought on the question of who carries the burden of property taxes. Proponents of the opposing, but less well accepted, view believe that property taxes imposed on apartment owners and corporations are absorbed by profits which would otherwise accrue to them and by wages they would otherwise pay to employees. (See, for example, Peter Mieszkowski, "Tax Incidence Theory: The Effects of Taxes on the Distribution of Income", *Journal of Economic Literature*, December 1969, pp. 1103-1124.)

As a matter of practice, the Federal Government adheres to the school of thought represented by Dick Netzer. Under President Nixon's Economic Stabilization Program, apartment owners and corporations may consider property taxes separately from profits, wages, and other costs in calculating the price of goods and services. (See 6 CFR 301.102 and 37 F.R. 766, January 18, 1972.) Whatever the practice prior to the inception of the Economic Stabilization Program, under Federal sanction, corporations may now pass the cost of property taxes on to the consumer.

[52] Although the poor spend less on the whole for goods and services, proportionately more of their income goes to buy the same basic essentials purchased by individuals in other income groups. Therefore, the burden of the sales tax falls most heavily on the poor. See Charles S. Benson, *The Economics of Public Education*, Boston, Houghton Mifflin Co., 1961, pp. 119 and 139-141.

[53] Jesse Burkhead, *State and Local Taxes for Public Education*, Syracuse, New York, Syracuse University Press, 1963, p. 29.

[54] To arrive at the average income per student, total income of wage earners is divided by the number of pupils. Average income per pupil is affected not only by the income levels of wage earners, but also by the number of students there are for each person earning an income. Since the average age level of Chicanos is lower, the ratio of students to persons with income is probably higher in predominantly Mexican American districts than in primarily Anglo school districts. Thus, the differences in average income per pupil between Chicano and Anglo districts is probably greater than the corresponding differences in average income per wage earner. Nevertheless, median income of wage earners is lower for Mexican Americans than for Anglos.

Table 12. Property Taxes as a Percent of Income[1]

Total Local Government Property Taxes as a Percent of Income				
	Before U.S. Tax Offset		After U.S. Tax Offset	
Income Class	Case I	Case II	Case I	Case II
Less than $2,000	7.1%	7.4%	7.0%	7.3%
$ 2,000- $3,000	4.9	5.1	4.6	5.0
3,000- 4,000	4.4	4.7	4.2	4.6
4,000- 5,000	4.4	4.9	4.1	4.7
5,000- 7,000	3.8	4.0	3.5	3.8
7,000- 10,000	3.7	3.7	3.3	3.4
10,000- 15,000	4.5	4.2	3.8	3.6
Over $15,000	5.2	4.1	3.4	2.9
All classes	4.4	4.4	3.9	4.1

[1] The source for this table is Dick Netzer, *Economics of the Property Tax*, Washington, D.C., The Brookings Institution, 1966. In his study, the author adopted two alternative assumptions regarding the shifting of taxes for agricultural and manufacturing property, with less shifting in what he terms Case I than in Case II. The author is of the opinion that Case I is more representative for agriculture and Case II more representative for manufacturing.

Table 13. Average Income Per Pupil, 1966

Percent Mexican American of District Enrollment	Income Per Pupil
10-19.9	$8,568
20-29.9	7,399
30-49.9	7,275
50-79.9	5,709
80-100	4,132

Source: Dewey Stollar and Gerald Boardman, *Personal Income by School Districts in the United States*, Gainesville, Fla., National Educational Finance Project, 1971.

enrollment increases. The decline is so considerable that disparities attain gross dimensions. Average income per pupil in districts 80 percent or more Mexican American is less than half that in districts 10 to 20 percent Chicano.

In summary, all the evidence indicates that Mexican American citizens in Texas are paying proportionately more of their income in property taxes than Anglos to support the education of their children. Effective tax rates in predominantly Mexican American districts are, on the whole, higher than those in most Anglo districts. Other research has demonstrated that low-income persons pay proportionately more of their earnings in property taxes than those in middle- or upper-income brackets. Income per pupil in Chicano districts is substantially lower than that in primarily Anglo school districts. Further, median income for Mexican American wage earners is significantly below that for Anglos. Thus, Mexican Americans, particularly those in Chicano districts, are generally sustaining a heavier tax burden than Anglos.

At the same time, Mexican Americans are not receiving a financial return commensurate with the drain on their pocketbooks. In predominantly Chicano school districts per pupil expenditures from State and local revenue sources are below those in primarily Anglo districts. (See Table 14.) Expenditures range from a high of $484 per pupil in districts 20 to 30 percent Mexican American to a low of $296 in districts 80 percent or more Mexican American. In other words, children in predominantly Chicano districts receive about three-fifths the financial support provided to their counterparts in Anglo districts.

In *Rodriquez* v. *San Antonio Independent School District*,[55] representatives of the State of Texas argued that the present system of school finance has the advantages of granting decisionmaking power to individual districts and permitting local parents to determine the amount they desire to spend on their children's education. However, as the court pointed out, such an argument does not take into consideration that the State itself has contrived a system that inhibits this freedom and instead makes education a function of the wealth of the district in which decisionmaking power purportedly resides. Thus, poor Mexican American districts have less freedom of choice than wealthier Anglo districts in deciding how much will be spent for the education of their students. And because of the extensive reliance on property taxes to finance education in Texas, parental choices regarding their children's schooling is a function of their own personal income. As one noted authority has stated: "When persons are distinguished from one another by their relative wealth, irrelevancy is risked, for the subject then has become not school children, but their parents. . . . It is difficult to perceive how children residing in poor districts . . . deserve less in terms of public education. If government is to educate at all, these children should be as prepared to participate and compete in our society as their peers . . . who live in wealthy neighborhoods."[56]

[55] C.A. No. 68-175-5A (W.D. Texas 1971).

[56] John E. Coons, William H. Clune III, Stephen D. Sugarman, *Private Wealth and Public Education*. Cambridge, Mass., The Belknap Press of Harvard University Press, 1970, p. 9.

Table 14. Expenditures per Pupil in Average Daily Attendance from State and Local Revenue Sources, 1967-68[1]

Percent Mexican American of District Enrollment	Per Pupil Expenditure
10-19.9	$464
20-29.9	484
30-49.9	450
50-79.9	383
80-100	296

Source: Commission Spring 1969 survey.

[1] Expenditures shown do not include capital outlay costs and payment of principal and interest on outstanding bonded indebtedness. Capital outlay costs vary substantially within and between districts from year to year. Expenditures in any given year depend largely upon the district enrollment growth rate, the extent to which districts are keeping up with new construction needs, age of buildings, and the financial pressure of other educational needs. Bonded indebtedness payments are affected by these same factors as well as by the length of the period over which the district is committed to repay the debt. Due to the relative instability of these expenditures from year to year, any valid study would have to be made over a period of years. The Commission's study was conducted during the 1968-69 school year only.

Providing equal educational opportunity to Mexican American children in Texas is the responsibility of the State government. To meet this responsibility, the schooling of Chicano youngsters should be determined by what they must learn and how they can best learn. Adequate definitions are required of the services, goods, and programs needed to educate Mexican Americans to their fullest potential and of the means by which this task will be financed. The Minimum Foundation Program in Texas fails to define adequately the State's educational task. It is inconceivable that Mexican American districts need fewer financial resources to educate children with greater needs. Nevertheless, they are spending three-fifths as much per pupil as Anglo districts. Lower expenditures in Chicano districts do not result from a free decision by residents of the districts to spend less. On the contrary, the amount of money spent on the education of every Chicano child is determined by the income of his parents and neighbors and the property wealth of the district in which he goes to school.

Summary

In this fourth report on Mexican American education in the Southwest, the Commission has examined the effects of the Texas school financing plan on Mexican American students in Texas.[57] Specifically it looks at disparities in:

1. State aid to local school districts, in particular the Minimum Foundation Program, which provides 96 percent of State education funds.
2. Property valuation within districts.
3. Property tax effort, or the rate at which property is taxed within school districts.
4. The economic burden of property taxes on Mexican American and Anglo citizens.

On all four counts predominantly Mexican American districts come out second best in comparison with predominantly Anglo districts. State aid does little to equalize the disparities in revenue between these school districts. As a consequence, the amount of money spent for the education of many Chicano students is three-fifths that spent to educate Anglo children.

How Education is Financed in Texas

The cost of financing public elementary and secondary education in Texas is shared by Federal, State, and local governments. Ten percent of the total cost is financed by Federal aid. Local school districts provide 40 percent, mainly through revenues from property taxes and the State meets the remaining 50 percent.

Most State aid [96 percent] is apportioned under the Minimum Foundation Program (MFP). The [MFP] has two facets: one which establishes the MFP budget, and the other which determines the proportion of that budget which will be paid by the districts.

The MFP budget is established according to an allocation formula which designates what the MFP will finance and how much can be budgeted for each item. Essentially three costs are covered by the MFP: (1) salaries for teachers and other professional personnel; (2) school operating expenses; and (3) transportation costs. The number of personnel for whom salaries will be paid is based on the number of students in average daily attendance. Salaries for teachers and other professional personnel are calculated according to their educational attainment and creditable experience. The amount allocated for operating expenses is based on the number of teachers employed by the district, for which the State provides MFP salary aid. Transportation costs are based upon the number of students living 2 miles or more from school, the number of miles traveled, and the condition of the roads.

After the MFP budgets for all districts are computed, they are combined and approximately 20 percent of the total costs is set aside for payment by all districts. That part of MFP costs paid by districts is called the Local Fund Assignment (LFA).

All districts do not meet 20 percent of their own MFP costs. Some pay proportionately more, some pay less, depending on their taxpaying ability. All counties in the State share the total LFA burden according to their economic ability as determined by the county Economic Index. All districts within each county, in turn, divide the county LFA according to the percent of total county assessed valuation present in each district. It is in this manner that district Local Fund Assignment is set and the proportion of the total budget financed both by the State and the district determined. Some districts—about one in six—receive tax credits whereby their Local Fund Assignment is decreased and State aid is increased by an equal amount. Tax credits are granted to those districts in which specific types of nontaxable property are located, such as certain Federal and State land, and to those districts which are unable to raise their Local Fund Assignment even when taxing themselves at the maximum rate allowed by the State.

State aid is allocated in two forms: the flat grant, a uniform amount per pupil which is awarded to all districts regardless of wealth, and equalization aid, which is allocated to those districts in which the Local Fund Assignment and State flat grant aid does not meet the total Minimum Foundation Program budget.

Because the MFP does not cover all costs of educa-

[57] As stated in the Introduction, Texas is the only State examined in this report because it is only in Texas that the majority of Mexican American students are in predominantly Chicano districts. Data on Texas can be analysed and disparities clearly seen in the comparison of educational funds available to Chicano as opposed to Anglo districts. In the other Southwestern States, most Mexican Americans are in predominantly Anglo districts, thus making it difficult to compare the financial support of education of most Chicano and Anglo students by district. There is evidence that intradistrict disparities in the financing of education exist in these States. Unfortunately, data necessary to examine the scope and nature of these disparities are not available at this time.

tion in Texas, districts are allowed to tax themselves beyond that needed to meet their LFA costs. Legal maximum tax rates, the amount of property values in the district, and the economic burden which taxpayers are willing or able to bear determine the amount of additional funds that can be raised.

Inequities

The Texas school finance system results in discrimination against Mexican American school children. Predominantly Mexican American districts are less wealthy in terms of property values than Anglo districts and the average income of Chicanos is below that of Anglos. These circumstances existing, the State of Texas has devised an educational finance system by which the amount spent on the schooling of students is a function of district and personal wealth. The end result is that the poor stay poor and those receiving inferior education continue to receive inferior education.

1. Minimum Foundation Program

The main root of inequity in educational finance in Texas is the Minimum Foundation Program. Based on the formula for calculating district MFP budgets, predominantly Chicano districts qualify for substantially smaller budgets than Anglo districts. Average MFP budgets range from a low of $283 per pupil in predominantly Chicano districts to a high of $325 in districts 20 to 30 percent Mexican American.

The primary cause for these disparities can be attributed to State salary aid. Professional staff salaries constitute about 90 percent of all costs covered by the MFP. Aid for salaries is based on the education and experience of the persons employed. Anglo districts attract better qualified staff, and as a result the MFP provides a larger budget for these districts. About one of every three professionals in primarily Anglo school districts has a master's degree in contrast to one of every five in districts that are predominantly Mexican American. Further, teachers with emergency permits, many of whom have no college degree, are concentrated in Chicano districts. The Texas Governor's Committee on Public School Education noted in its 1969 report that the main reason more highly qualified teachers are in Anglo districts is that these teachers do not want to work in Chicano districts. In some cases, predominantly Mexican American districts are even unable to fill positions to which they are entitled under the MFP. When all these disparities are taken together, they amount to lower MFP budgets in predominantly Mexican American school districts.

2. Local Fund Assignment

The Local Fund Assignment, or that portion of MFP costs the districts must pay, is also characterized by several discriminatory features. Foremost among these are: (1) the use of assessed property values as the basis for computing district Local Fund Assignment, and (2) the granting of tax credits by which the LFA of a few fortunate districts is reduced and State aid increased by an equal amount. In Texas, property is assessed at less than its market or sales value. Though the ratio of assessed to market value may not vary within districts, they may and do vary between districts. In terms of both market value and assessed value, Mexican American districts are poorer than Anglo districts. Average market value per pupil ranges from a high of $66,940 in districts 20 to 30 percent Mexican American to a low of $20,810 in districts 80 percent or more Chicano. Assessed value per pupil in the two types of districts is $16,520 and $7,225 respectively. By the measure of assessed valuation districts 20 to 30 percent Mexican American are about 2.3 times wealthier than districts 80 percent or more Mexican American. By the more accurate and valid measure of market value, they are 3.2 times wealthier. The use of assessed value in determining Local Fund Assignments creates the false impression that Chicano districts have more taxpaying ability in relation to Anglo districts than they actually do.

Tax credits also benefit predominantly Anglo districts more than they do Mexican American districts. Credits to Anglo districts amount to about $4.02 per pupil compared to $1.55 in Chicano districts.[58]

The end result is that even though predominantly Mexican American districts pay less per pupil in LFA than Anglo districts, they must levy a higher tax rate to raise their LFA. Local Fund Assignments range from a high of $69 per pupil in districts 20 to 30 percent Mexican American to a low of $27 in districts 80 percent or more Chicano. However, the rate at which these two types of districts must tax themselves to raise their LFA is 11 and 13 cents per $100 of market value, respectively.

[58] This excludes El Paso Independent School District, which is 55 percent Chicano. This district, the single largest beneficiary of tax credits, receives about 15 percent of all credits that are applied to reduce a district's LFA obligation.

3. Supplements to the Minimum Foundation Program

An additional source of disparity in financing the education of Chicano students is the fact that districts are allowed to supplement the MFP. This means that Anglo districts with a high tax base and in which residents have high average personal income are able to provide additional funds with less effort than Chicano districts.

Effective tax rates are higher in predominantly Chicano districts than in most Anglo districts. The tax rate in Chicano districts averages 55 cents per $100 of market value. Average tax rates are lowest [42 cents] in districts 20 to 30 percent Mexican American.[59]

There is evidence that even within districts the property tax burden falls most heavily on Mexican Americans, even though they are probably less likely than Anglos to own their own businesses or homes and, if so, more likely to own property of lower sales value. Corporations and individuals that own property and pay the tax bill are not always those upon whom the tax burden ultimately falls. Property taxes on rental housing and most business properties are generally passed on to the consumer by adding the cost of the tax to the price of goods or services. The "shifted" cost of the tax hits the poor the hardest. The burden of taxes on other types of property, such as owner-occupied housing and farms, also falls most heavily on low-income people. Families spend a smaller proportion of their income on housing as family income rises. Further, low cost housing is often assessed at a higher ratio to market value than higher priced homes. As a consequence, individuals in the lowest income brackets often pay proportionately twice as much of their income in property taxes than do those at upper income levels. The average yearly income of Mexican Americans is significantly lower than that of Anglos. Thus, it is not surprising that income per student declines steadily as the proportion that Mexican Americans comprise of district enrollment increases. These disparities attain gross dimensions. Income per pupil in districts 80 percent or more Mexican American is less than half that in districts 10 to 20 percent Chicano. Based on these facts, it is obvious that residents of predominantly Mexican American districts are paying proportionately more of their income to property taxes to support the education of their children than residents in primarily Anglo districts.

The basic conclusion of this report is that Mexican Americans are not receiving a financial return commensurate with the drain on their pocketbook. Per pupil expenditures are substantially lower in Chicano than in Anglo districts. Expenditures range from a high of $484 per pupil in districts 20 to 30 percent Chicano to a low of $296, or about three-fifths that amount, in districts 80 percent or more Mexican American.

The State of Texas has devised a system of school finance by which expenditures on education are strongly tied to the property wealth of the district and the personal income of district residents. Although the State Minimum Foundation Program may have been intended to correct fiscal inequities, it has proved far from successful in practice. The Texas Minimum Foundation Program can perhaps best be described as a repressive jumble of provisions and conditions that do not adequately reduce financial disparities between Anglo and Mexican American districts and insure that significantly less is spent to educate Chicano children than their Anglo counterparts.

[59] Tax rates are commonly expressed as an amount per $100 of assessed value. Because the ratio of assessed to market value varies, the tax rate expressed in terms of assessed value should be multiplied by the assessment ratio to obtain comparable, effective tax rates expressed in relation to market value.

Appendix A

STAFF DIRECTOR

UNITED STATES COMMISSION ON CIVIL RIGHTS
WASHINGTON, D.C. 20425

Dear Sir:

In accordance with its responsibilities as a factfinding agency in the field of civil rights, the United States Commission on Civil Rights is undertaking a study of the educational status of Mexican American youths in a random sampling of school districts in Arizona, California, Colorado, New Mexico, and Texas. In the course of this study, about 500 school districts and some schools within those districts are being surveyed. The study will provide a measure of the nature and extent of educational opportunities which Mexican American youths are receiving in public schools of the Southwest and will furnish, for the first time, extensive information on Mexican American education.

The attached questionnaires call for data which are or can be compiled in your central district office and school plants. If your records or those of your principals do not contain all the information requested, however, you may obtain figures from other available sources.

Please have the principals of the schools designated on the Principal Information Forms complete the appropriate questionnaire and return it to your office. In addition, we ask that you complete the Superintendent Information Form and forward it at the same time with the Principal Information Forms using the enclosed official envelope which requires no postage. Extra copies are enclosed for each respondent to use in completing the questionnaires and to keep for his records. All questionnaires should be returned by May 9, 1969.

It must be emphasized that criteria used in drawing a sample of schools and school districts were based on geographic representation and enrollment characteristics. In no case were complaints of any kind about discrimination a factor in selecting either schools or school districts.

If you have any questions, call collect or write to Henry M. Ramirez, Chief, Mexican American Studies Division, U.S. Commission on Civil Rights, Washington, D. C. 20425 (telephone: Area Code 202, 382-8941). Please indicate you are calling in reference to the questionnaire.

Thank you for your assistance in this most important study.

Sincerely yours,

Howard A. Glickstein
Acting Staff Director

Enclosures

MEXICAN AMERICAN EDUCATION STUDY

Superintendent Information Form

General Instructions

A. The person completing this questionnaire should be the superintendent or his official delegate.

B. Answers to each question should be given as of March 31, 1969 unless some other time period is requested. If information is not available for March 31, 1969, give it for the time closest to, or encompassing, that date. Pupil membership and personnel data may be given on this questionnaire as they were reported on the Title VI Compliance Forms (Forms OS/CR 101 and 102, Fall 1968 Elementary and Secondary School Survey, required under Title VI of the Civil Rights Act of 1964, due October 15, 1968). If a date other than March 31, 1969 or a time period other than that requested is used, please indicate which date or time period is used in the space provided or in the left hand margin next to the question.

C. Use additional pages where necessary.

D. **INSTRUCTIONS FOR DETERMINING ETHNIC AND RACIAL GROUPINGS:** *Wherever ethnic and racial data are requested, it is suggested that visual means be used to make such identification. Individuals should not be questioned or singled out in any way about their racial or ethnic lineage. For purposes of this questionnaire, please use the fol owing classifications:*

i. **SPANISH SURNAMED AMERICAN:** *Persons considered in school or community to be of Mexican, Central American, Cuban, Puerto Rican, Latin American, or other Spanish-speaking origin. This group is often referred to as Mexican American, Spanish American, or Latin American; local usage varies greatly. In this questionnaire, the terms "Mexican American" and "Spanish Surnamed American" are used interchangeably.*

ii. **NEGRO:** *Persons considered in school or community to be of Negroid or black African origin.*

iii. **ANGLO:** *White persons not usually considered in school or community to be members of any of the above ethnic or racial categories.*

iv. **OTHER:** *Persons considered as "non-Anglo" and who are not classifiable as Spanish Surnamed American or Negro. Include as "Other" such persons as Orientals or American Indians.*

E. If a question is not applicable, if information is not available, or if you must estimate, please use the common, standard abbreviations printed on the bottom of each page.

OFFICIAL DISTRICT NAME _____

DISTRICT MAILING ADDRESS _____
Street Address or P.O. Box Number

_____
Town *County* *State* *Zip Code*

TELEPHONE NUMBER ( ) _____
Area Code *Number*

NAME OF SUPERINTENDENT OF SCHOOLS _____

SIGNATURE _____ **DATE** _____

NAME AND TITLE OF PERSON RESPONSIBLE FOR FILLING OUT THIS QUESTIONNAIRE IF OTHER THAN SUPERINTENDENT _____

SIGNATURE _____ **DATE** _____

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available*—**?**; *None*—**0**

Budget Bureau No. 115-S69001; Approval Expires February 28, 1970

MEXICAN AMERICAN EDUCATION STUDY

Superintendent Information Form

1. *List all the schools in this district. For each school, give the average daily attendance for the month of October 1968. Round answers to the nearest whole number.* **Time period if other than October 1968** _____
Use additional pages where necessary.

School Name	For USCCR use only	Average Daily Attendance*

Questions 2 and 3 instructions: *If there is only one secondary school in this district, do not answer questions 2 and 3. Proceed to question 4.*

2. A. Name the secondary school in this district which had the highest percentage of its 1968 graduates enter two or four year colleges._____ FOR USCCR USE ONLY

   B. What percent of that school's 1968 graduates entered two or four year colleges?_____%

   C. What percent of that school's 1968 Spanish Surnamed graduates entered two or four year colleges?_____%

3. Name the secondary school in this district which has had the highest dropout rate so far this year._____ FOR USCCR USE ONLY

Question 4 instructions: *If there is only one elementary school in this district, do not answer question 4. Proceed to question 5.*

4. Name the elementary school in this district whose pupils had the highest average reading achievement test scores in the 1967-1968 school year._____ FOR USCCR USE ONLY

5. *If since June 1968 this district has conducted, sponsored or paid for any in-service teacher training for any course in column (i), enter the appropriate data about that training in columns (ii) through (v).* If this district has not conducted, sponsored or paid for any such training since June 1968, check here ☐ and proceed to Question 6.

(i) Course	(ii) Total number of hours this course met, per teacher — summer 1968	(iii) Total number of hours this course met, per teacher — academic year 1968-1969	(iv) Number of teachers in in-service training in summer 1968	(v) Number of teachers in in-service training in academic year 1968-1969
A. English as a second language for the Spanish speaking (instruction in English for those who know little or no English)				
B. Bilingual education (instruction in both Spanish and English so that the mother tongue is strengthened concurrent with the pupil learning a second language				
C. Mexican or Spanish history or culture				
D. Mexican American, Spanish American, or Hispanic history or culture				
E. Remedial reading				
F. Other subjects relative to Mexican Americans: *(Specify.)*_____				

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

6. *List the professional personnel for this district as of March 31, 1969, by ethnic and by educational background. Give data about these individuals in as many (vertical) columns as requested. Do not assign any individual to more than one (horizontal) row. Although it is recognized that a person's activities may fall under more than one category, each person should be assigned in accordance with his major activity. Exclude personnel assigned to schools.*

		ETHNIC GROUP				EDUCATION		
		(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)
		Number Spanish Surnamed American	Number Negro	Number Anglo	Number Other	Number with Bachelor's Degree only	Number with Master's Degree, but not Doctor's Degree	Number with Doctor's Degree
A.	Superintendent of schools (or acting)							
B.	Associate Superintendents of schools							
C.	Assistant superintendents of schools							
D.	Psychologists or psychometrists							
E.	Social workers							
F.	Attendance officers							
G.	Federal programs directors							
H.	Curriculum directors							
I.	Community relations specialists							
J.	All others not assigned to schools							

7. *Using one line for each Board of Trustees member, list the principal occupation of each by code number. Refer to the list below for code. If you cannot ascertain which code is appropriate for a given Board Member, specify his occupation. Indicate ethnic group, the number of years each has served on the Board, and years of education.*

Occupation if code number is not known	(i) Occupation code number	(ii) Spanish Surnamed American	(iii) Negro	(iv) Anglo	(v) Other	(vi) Number of years served on Board	(vii) Number of years of school completed or highest degree attained
1.							
2.							
3.							
4.							
5.							
6.							
7.							
8.							
9.							
10.							
11.							

1. Business owners, officials and managers
2. Professional and technical services
3. Farmers
4. Sales and clerical
5. Skilled craftsmen, other skilled workers and foremen
6. Semi-skilled operators and unskilled workers
7. Service workers
8. Housewives
9. Retired

8. **Has this district employed consultants on Mexican American educational affairs or problems this school year?** *(Check one only.)*

A. ☐ No
B. ☐ Yes, for a total of one day only
C. ☐ Yes, for a total of two to four days
D. ☐ Yes, for a total of five to seven days
E. ☐ Yes, for a total of eight to ten days
F. ☐ Yes, for a total of more than ten days

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available* —**?**; *None*—**0**

9. **Has this district appointed, elected or recognized a district-wide volunteer advisory board (or committee) on Mexican American educational affairs or problems, which has held meetings this school year?** *(Check one only.)*

A. ☐ No
B. ☐ Yes, it has met only once this year.
C. ☐ Yes, it has met for a total of two to five times this year.
D. ☐ Yes, it has met for a total of six to fifteen times this year.
E. ☐ Yes, it has met for a total of more than fifteen times this year.

10. **If you answered "Yes" to question 9, what actions, programs or policies has the committee recommended during the 1968-1969 school year?** *(Check all which apply.)*

A. ☐ Ethnic balance in schools
B. ☐ In-service teacher training in Mexican American history or culture, or in bilingual education, or in English as a second language
C. ☐ Employment of Spanish Surnamed teachers or administrators
D. ☐ Pupil exchange programs with other districts or schools
E. ☐ Expanded PTA activities relative to Mexican Americans
F. ☐ Changes in curriculum to make it more relevant for Mexican Americans
G. ☐ Bilingual-bicultural organization in a school or the school system
H. ☐ Other *(Specify.)*_____

11. **Does this district have a written school board policy discouraging the use of Spanish by Mexican American pupils:**

A. **On the school grounds? Yes ☐1 No ☐2**

B. **In the classroom (except Spanish classes)? Yes ☐1 No ☐2**

If you answered "Yes" to A or B above (question 11), please attach a copy of that policy and give us the date it was made effective.

FOR USCCR USE ONLY

12. **As of March 31, 1969, what was the total school district membership, by ethnic group, in the following grades:**

	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other	(v) Total Number
A. First Grade					
B. Fourth Grade					
C. Eighth Grade					
D. Twelfth Grade					

13. *Use the following space and additional pages, if necessary, to give us further comments relative to this questionnaire.*

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

Appendix B

SUPPLEMENT
TO
SUPERINTENDENT INFORMATION FORM
MEXICAN AMERICAN EDUCATION STUDY
U.S. COMMISSION ON CIVIL RIGHTS
FINANCIAL DATA 1967-1968 SCHOOL YEAR

Code _____

Name of School District _____

Address _____

_____

_____

Name of Superintendent _____

14. Current expenditures per pupil in ADA $_____

15. Expenditures per pupil in ADA without Federal aid $_____

16. Assessed valuation per pupil in ADA $_____

17. District tax rate per $100 of assessed valuation $_____

Appendix C

UNITED STATES COMMISSION ON CIVIL RIGHTS
WASHINGTON, D.C. 20425

STAFF DIRECTOR

Dear Sir:

In accordance with its responsibilities as a factfinding agency in the field of civil rights, the United States Commission on Civil Rights is undertaking a study of the educational status of Mexican American youths in a random sampling of school districts in Arizona, California, Colorado, New Mexico, and Texas. In the course of this study, about 500 school districts and some schools within those districts are being surveyed. The study will provide a measure of the nature and extent of educational opportunities which Mexican American youths are receiving in public schools of the Southwest and will furnish, for the first time, extensive information on Mexican American education.

The attached questionnaires call for data which are or can be compiled in your central district office and school plants. If your records or those of your principals do not contain all the information requested, however, you may obtain figures from other available sources.

Please have the principals of the schools designated on the Principal Information Forms complete the appropriate questionnaire and return it to your office. In addition, we ask that you complete the Superintendent Information Form and forward it at the same time with the Principal Information Forms using the enclosed official envelope which requires no postage. Extra copies are enclosed for each respondent to use in completing the questionnaires and to keep for his records. All questionnaires should be returned by May 9, 1969.

It must be emphasized that criteria used in drawing a sample of schools and school districts were based on geographic representation and enrollment characteristics. In no case were complaints of any kind about discrimination a factor in selecting either schools or school districts.

If you have any questions, call collect or write to Henry M. Ramirez, Chief, Mexican American Studies Division, U.S. Commission on Civil Rights, Washington, D. C. 20425 (telephone: Area Code 202, 382-8941). Please indicate you are calling in reference to the questionnaire.

Thank you for your assistance in this most important study.

Sincerely yours,

Howard A. Glickstein
Acting Staff Director

Enclosures

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MEXICAN AMERICAN EDUCATION STUDY

School Principal Information Form

General Instructions:

A. The person completing this questionnaire should be the school principal or his official delegate.

B. Answers to each question should be given as of March 31, 1969 unless some other time period is requested. If information is not available for March 31, 1969, give it for the time closest to, or encompassing, that date. Pupil membership and personnel data may be given on this questionnaire as they were reported on the Title VI Compliance Forms (Forms OS/CR 101 and 102, Fall 1968 Elementary and Secondary School Survey, required under Title VI of the Civil Rights Act of 1964, due October 15, 1968). If a date other than March 31, 1969 or a time period other than that requested is used, please indicate which date or time period is used in the space provided or in the left hand margin next to the question.

C. Use additional pages where necessary.

D. **Instructions for determining ethnic and racial groupings:** *Wherever ethnic and racial data is requested, it is suggested that visual means be used to make such identification. Individuals should not be questioned or singled out in any way about their racial or ethnic lineage. For purposes of this questionnaire, please use the following classifications:*

i.	**SPANISH SURNAMED AMERICAN:**	*Persons considered in school or community to be of Mexican, Central American, Cuban, Puerto Rican, Latin American or Spanish-speaking origin. This group is often referred to as Mexican, Spanish American, or Latin American; local usage varies greatly. For the purposes in this questionnaire the terms "Mexican American" and "Spanish Surnamed American" are used interchangeably.*
ii.	**NEGRO:**	*Persons considered in school or community to be of Negroid or black African origin.*
iii.	**ANGLO:**	*White persons not usually considered in school or community to be members of any of the above ethnic or racial categories.*
iv.	**OTHER:**	*Persons considered "non-Anglo" and who are not classifiable as Spanish Surnamed American or Negro. Include as "Other" such persons as Orientals or American Indians.*

E. If a question is not applicable, if information is not available, or if you must estimate, please use the common, standard abbreviations printed on the bottom of each page.

F. After completing all items in this questionnaire, please return the questionnaire in accordance with your superintendent's instructions.

SCHOOL NAME _____

MAILING ADDRESS _____
Street Address or P.O. Box No.

_____ _____ _____
Town *County* *State* *Zip Code*

TELEPHONE NUMBER _____ _____
Area Code *Number*

NAME OF SCHOOL DISTRICT _____

NAME OF PRINCIPAL _____

SIGNATURE _____ **DATE** _____

NAME AND TITLE OF PERSON RESPONSIBLE FOR FILLING OUT QUESTIONNAIRE IF OTHER THAN THE PRINCIPAL _____

SIGNATURE _____ **DATE** _____

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available*—**?**; *None*—**0**

Budget Bureau No. 115-S69001; Approval Expires February 28, 1970.

MEXICAN AMERICAN EDUCATION STUDY

School Principal Information Form

1. **If this school has received ESEA, Title I funds during the current (1968-1969) school year, check here.** ☐

2. **Is this school:** *(Check no more than one.)*

   A. ☐ A social adjustment school primarily for children who have disciplinary problems?
   B. ☐ Primarily for the physically handicapped?
   C. ☐ Primarily for the mentally retarded?
   D. ☐ Primarily for the emotionally disturbed?
   E. ☐ *(California only).* A continuation school?
   F. ☐ Organized primarily as some combination of A, B, C, D, or E? *(Specify.)* _____

   If you checked any of the above (A, B, C, D, E, or F in question 2), do not answer any further questions; return this questionnaire in accordance with your superintendent's instructions.

3. **What was the average daily attendance for this school in the month of October 1968 or, if not available for that month, for the time period nearest to or including October 1968?** *(Round answer to nearest whole number.)* _____
   Time period if not October 1968 _____

   Question 3 instructions: Average Daily Attendance is the aggregate of the attendance for each of the days during the stated reporting period divided by the number of days school was actually in session during that period. Only days on which pupils are under the guidance and direction of teachers should be considered as days in session.

4. **Which best describes the locality (incorporated or unincorporated) of this school?** *(Check one only.)*

   A. ☐ Under 5,000 inhabitants
   B. ☐ 5,000 to 49,999 inhabitants
   C. ☐ 50,000 to 250,000 inhabitants
   D. ☐ Over 250,000 inhabitants

5. **Which best describes the attendance area of this school (the area from which the majority of pupils come)?** *(Check one only.)*

   A. ☐ A rural area
   B. ☐ A suburb
   C. ☐ A town or a city

6. **How many square feet of outdoor play area (including athletic area) does this school have?** *(Round answer to the nearest thousand square feet.)* _____

7. **Is (are) any grade(s) in this school (excluding kindergarten) on double sessions?** Yes ☐ *1* No ☐ *2*

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

8. *List full-time staff by ethnic group and professional background as of March 31, 1969 unless data are unavailable for that date. In that case follow General Instructions, item B, page 2.*

Reporting date if not March 31, 1969_____

DO NOT assign any individual to more than one horizontal row; assign each in accordance with his major activity. Assign individuals to as many columns as are applicable.

NOTE: Columns (ii) through (v) should total column (i).

		Ethnic Group					Education			Experience	
		(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)	(x)
		Total Number	Number Spanish Surnamed American	Number Negro	Number Anglo	Number Other	Number with Bachelor's degree only	Number with Master's but not Doctor's degree	Number with Doctor's degree	Number with under five years experience as an educator	Number with more than fifteen years experience as an educator
A.	**Full-time professional nonteaching staff:**										
	(1) Principal										
	(2) Vice (assistant) principals										
	(3) Counselors										
	(4) Librarians										
	(5) Other full-time professional nonteaching staff										
B.	**Full-time professional instructional staff (teachers)**										
C.	**Secretaries, stenographers, bookkeepers and other clerical staff**										
D.	**Custodians, gardeners, and other maintenance staff**										
E.	**Full-time teacher aids (in classrooms)**										

9. **How many people are employed part-time in the following capacities in this school?**		(i) Number of people	(ii) Full-time equivalence
A.	Professional nonteaching staff		
B.	Professional instructional staff (teachers)		

Question 9 instructions: Full-time equivalence is the amount of employed time required in a part-time position expressed in proportion to that required in a full-time position, with "1" representing one full-time position. (Round F.T.E. answers to the nearest whole number.)

10. **What is the principal's annual salary?** *(Round answer to the nearest hundred dollars.)* $_____.

11. **For how many years has the present principal been principal of this school?** _____

12. **Indicate for approximately how many months the principal is regularly at work in the school plant.** *(Check the alternative which is most accurate.)*

A. ☐ Eleven months or more, full-time
B. ☐ Ten months, full-time
C. ☐ Nine months, full-time
D. ☐ Eight months or fewer, full-time
E. ☐ Part-time *(Explain.)*_____

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available*—**?**; *None*—**0**

13. **What number of the full-time professional instructional staff (teachers) in this school earn the following salaries?** *Do not include extra pay assignments.)*

A. Less than $4,000 for school year_____
B. $4,000 to $5,999 for school year_____
C. $6,000 to $7,999 for school year_____
D. $8,000 to $9,999 for school year_____
E. $10,000 to $11,999 for school year_____
F. $12,000 or above for school year_____

Question 13 instructions: The total of lines A through F should equal the number of full-time teachers in this school. (See question 8, line B, column (i).

14. *Give the number of pupils in membership in the following classes and grades as of March 31, 1969 by ethnic group. If data are unavailable for this date, refer to General Instructions, item B, page 2. Do not include kindergarten, prekindergarten or Head Start as the lowest grade. Start with grade 1.* **Reporting date if not March 31, 1969**_____	(i) Total Number	(ii) Number Spanish Surnamed American	(iii) Number Negro	(iv) Number Anglo	(v) Number Other
A. Lowest grade in this school *(specify.)*					
B. Highest grade in this school *(specify.)*					
C. Classes for the mentally retarded					

15. *If this school housed grade 12, in the 1967-1968 school year, answer A, B, C, and D of this question. Otherwise, proceed to question 16.*	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other
A. How many pupils were graduated from this school from July 1, 1967 to June 30, 1968?				
B. Of "A" above, how many entered a two or four year college by March 31, 1969?				
C. Of "A" above, how many entered some post high school educational program other than a two or four year college by March 31, 1969? *(For example, beauty school, vocational school, or business school. Do not include military service.)*				
D. Of "A" above, how many entered military service prior to March 31, 1969?				

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

16. *For facilities listed below, give the information requested in columns (i) through (v). Do not include any given facility on more than one horizontal line. Count facilities only by their most frequent designation. (e.g., a room which is used predominantly as a science laboratory should not be counted as a classroom.)*

	(i) Total Number	(ii) Total pupil capacity (legal capacity)*	(iii) Number in need of replacement	(iv) Number adequately equipped for your program	(v) Year the greatest number were built or acquired
A. **Cafetoriums (multi-purpose rooms designed for use as a combination cafeteria, auditorium and/or gymnasium)**					
B. **Cafeterias**					
C. **Auditoriums**					
D. **Gymnasiums**					
E. **Central libraries**					
F. **Nurses offices (infirmaries)****					
G. **Electronic language laboratories**					
H. **Science laboratories**					
I. **Shop rooms**					
J. **Domestic science rooms**					
K. **Portable classrooms** *(Do not include any rooms counted in A through J.)*					
L. **Regular classrooms** *(Do not include any rooms counted in A through K.)*					
M. **Swimming pools**					
N. **Books in library** *(Round answer to nearest hundred. Do not count periodicals.)*					

**(ii) If legal capacity is not known, report the number of pupils who can be seated or can comfortably use facility.*

*** Pupil capacity means number of beds.*

17. *Answer "Yes" or "No" to line A for each column. If you answer "Yes" to "A" for any column, please complete the questions in the rest of that column.*

	(i) English as a second language for the Spanish-speaking (instruction in English for those who know little or no English)	(ii) Bilingual education (instruction in both Spanish and English so that the mother tongue is strengthened concurrent with the pupil learning a second language)	(iii) Mexican American, Spanish American or Hispanic history or culture	(iv) Mexican and/or Spanish history and culture	(v) Remedial reading
A. **Does this school offer this subject or course?**					
B. **For how many years has this subject or course been taught at this school?**					
C. **How many pupils are taking this subject or are enrolled in this course this year?** *(Include pupils of all ethnic backgrounds.)*					
D. **How many Spanish Surnamed pupils are taking this subject or are enrolled in this course this year?**					
E. **How many clock hours a week does this subject or course meet, per pupil, in the following grades: Kindergarten and/or Prekindergarten?**					
1st grade?					
2nd grade?					
3rd grade?					
4th grade?					
5th grade?					

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available*—**?**; *None*—**0**

17. (continued)		(i) English as a second language for the Spanish-speaking (instruction in English for those who know little or no English)	(ii) Bilingual education (instruction in both Spanish and English so that the mother tongue is strengthened concurrent with the pupil learning a second language)	(iii) Mexican American, Spanish American or Hispanic history or culture	(iv) Mexican and/or Spanish history and culture	(v) Remedial reading
	6th grade?					
	7th grade?					
	8th grade?					
	9th grade?					
	10th grade?					
	11th grade?					
	12th grade?					
F.	How many of the teachers who teach this subject or course have had two or more courses (6 semester hours or more) in applicable subject matter?					
G.	How many teachers teach this subject or course?					

18. *(Elementary schools only)* As of March 31, 1969 by ethnic group, how many pupils were:		(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other
A.	Repeating the first grade this year?				
B.	In the first grade, but two years or more overage for the first grade?				

19. Does this school discourage Mexican American pupils from speaking Spanish:

A. On the school grounds? Yes ☐1 No ☐2
B. In the classroom (except Spanish class or Spanish Club)? Yes ☐1 No ☐2

20. If you checked "Yes" to A or B above (question 19) in what way does this school discourage the speaking of Spanish? *(Check all which apply.)*

A. ☐ Requiring staff to correct those who speak Spanish
B. ☐ Suggesting that staff correct those who speak Spanish
C. ☐ Encouraging other pupils to correct those who speak Spanish
D. ☐ Providing pupil monitors to correct those who speak Spanish
E. ☐ Disciplining persistent speakers of Spanish
F. ☐ Utilizing other methods *(Specify.)* _____

21. Is there currently a written policy for this school regarding the use of Spanish?
Yes ☐1 No ☐2 *If yes, please attach a copy of that policy and give us the date it became effective.* _____

FOR USCCR USE ONLY

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

22. **If you checked "No" to A or B in question 19, does this school encourage the speaking of Spanish (outside Spanish class or Spanish club)?** Yes ☐1 No ☐2

23. **Does this school provide for:** *(Check all which apply.)*

A. ☐ School wide celebration of 16 de Septiembre?
B. ☐ Classroom celebration of 16 de Septiembre?
C. ☐ A unit or more on Mexican cooking in home economics classes?
D. ☐ Special units on Mexican American, Spanish American or Hispanic history in social studies programs?
E. ☐ Special assemblies dealing with Mexican or Spanish culture?
F. ☐ Other activities relative to Mexican Americans? *(Specify.)*_____

24. **The following is a list of possible reasons for suspension:**

A. Violation of dress code or grooming code
B. Use of foul language
C. Disrespect for teachers
D. Destruction of school property
E. Truancy
F. Speaking Spanish
G. Smoking
H. Drug use
I. Tardiness
J. Consumption of alcohol
K. Fighting
L. Other *(Specify.)*_____

For each ethnic group, list the letters of the five most common reasons for suspension in order of their importance.

Spanish Surnamed American	Negro	Anglo	Other
1._____	1._____	1._____	1._____
2._____	2._____	2._____	2._____
3._____	3._____	3._____	3._____
4._____	4._____	4._____	4._____
5._____	5._____	5._____	5._____

25. *(Elementary schools only)* **In this school, what number of Spanish Surnamed first graders speak English as well as the average Anglo first grader?**_____

26. *(Secondary schools only)* **List the number of pupils in the following offices and activities by ethnic group as of March 31, 1969, unless otherwise specified.**

	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other
A. President of student body (highest elected or appointed student office)				
B. Vice-president of student body (second highest elected or appointed student office)				
C. Presidents of freshman, sophomore, junior, and senior classes				
D. Editorial staff of school paper				
E. Homecoming queen (or football queen), 1968.				
F. Homecoming queen's (or football queen's) court, 1968				
G. Cheer leaders (or song leaders)				

27. **At which of the following times does this school normally hold PTA meetings?** *(Check one only.)*

A. ☐ Morning B. ☐ Afternoon C. ☐ Evening

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

28. **How often does the PTA meet?** *(Check the one which most accurately applies.)*

A. ☐ Weekly B. ☐ Monthly C. ☐ Quarterly D. ☐ Annually

29. **How many Spanish Surnamed adults attended the last regular PTA meeting (not a special program)?**_____

30. **How many adults (include all ethnic groups) attended the last regular PTA meeting (not a special program)?**_____

31. **In what language are notices to parents written?** *(Check one only.)*

A. ☐ English
B. ☐ Spanish
C. ☐ English and Spanish
D. ☐ Other *(Explain.)*_____

32. **In what language are PTA meetings of this school conducted?** *(Check one only.)*

A. ☐ English
B. ☐ Spanish
C. ☐ English and Spanish
D. ☐ Other *(Explain.)*_____

33. **Which one of the following best describes the practice for assigning pupils to this school?** *(Check one only.)*

A. ☐ Pupils residing in this attendance area attend this school with no or few transfers allowed.
B. ☐ Pupils residing in this attendance area generally attend this school but transfers are frequently allowed.
C. ☐ Pupils are assigned to this school on the basis of intelligence, achievement, or their program of study.
D. ☐ Any pupil residing in this school district may attend this school.
E. ☐ Some other practice is followed. *(Describe briefly.)*_____

34. **What percent of the Spanish Surnamed pupils in this school come from families with a total annual income of:** *(Estimate.)*

A. Below $3,000?_____% B. Over $10,000?_____%

35. **What percent of the Anglo pupils in this school come from families with a total annual income of:** *(Estimate.)*

A. Below $3,000?_____% B. Over $10,000?_____%

36. **What percent of the Negro pupils in this school come from families with a total annual income of:** *(Estimate.)*

A. Below $3,000?_____% B. Over $10,000?_____%

37. **What percent of the Other pupils in this school come from families with a total annual income of:** *(Estimate.)*

A. Below $3,000?_____% B. Over $10,000?_____%

38. **What percent of the Spanish Surnamed pupils in this school come from families in which the highest educational attainment level of the head of the household is:** *(Estimate.)*

A. 0 to 5 years?_____%
B. 6 to 8 years?_____%
C. Some high school?_____%
D. High school graduate?_____%
E. Some college?_____%
F. College graduate?_____%
G. Total 100 %

LEGEND: *Unknown*–**UNK.**; *Estimate*–**EST.**; *Not Applicable*–**NA.**; *Not Available*–**?**; *None*–**0**

39. **What percent of the Anglo pupils in this school come from families in which the highest educational attainment level of the head of the household is:** *(Estimate.)*

A. 0 to 5 years?_____%
B. 6 to 8 years?_____%
C. Some high school?_____%
D. High school graduate?_____%
E. Some college?_____%
F. College graduate?_____%
G. Total 100 %

40. **What percent of the Negro pupils in this school come from families in which the highest educational attainment level of the head of the household is:** *(Estimate.)*

A. 0 to 5 years?_____%
B. 6 to 8 years?_____%
C. Some high school?_____%
D. High school graduate?_____%
E. Some college?_____%
F. College graduate?_____%
G. Total 100 %

41. **What percent of the Other pupils in this school come from families in which the highest educational attainment level of the head of the household is:** *(Estimate.)*

A. 0 to 5 years?_____%
B. 6 to 8 years?_____%
C. Some high school?_____%
D. High school graduate?_____%
E. Some college?_____%
F. College graduate?_____%
G. Total 100 %

42. **Does this school practice grouping or tracking?** Yes ☐1 No ☐2

43. **If you answered "Yes" to question 42, for how many years has this school practiced grouping or tracking?**_____

44. **If you answered "Yes" to question 42, at what grade level does this school start grouping or tracking?**_____

45. *Rate each of the following criteria for grouping, tracking, or promotion according to its importance in this school.*

	(i) Very important	(ii) Important	(iii) Of little importance	(iv) Of no importance
A. Scores on standardized achievement tests				
B. IQ test results				
C. Reading grade levels				
D. Student scholastic performances (grades)				
E. Emotional and physical maturity				
F. Student interests and study habits				
G. Parental preferences				
H. Student preferences				
I. Teacher referrals				
J. Other *(Specify.)*_____				

Questions 46 thru 48 instructions: **Complete the following questions for grades 4, 8 and/or 12.** *If none of these grades are housed, complete these questions for your highest grade and in the space available indicate the grade for which data are supplied.*

LEGEND: *Unknown*—**UNK.**; *Estimate*—**EST.**; *Not Applicable*—**NA.**; *Not Available*—**?**; *None*—**0**

46. *As of March 31, 1969, by ethnic group, how many pupils in this grade were:*	Grade 4 or specify				Grade 8				Grade 12			
	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other
A. Reading more than three years below grade level?												
B. Reading more than two but not more than three years below grade level?												
C. Reading more than six months but not more than two years below grade level?												
D. Reading not more than six months below but not more than six months above grade level?												
E. Reading more than six months but not more than two years above grade level?												
F. Reading more than two years above grade level?												
G. Total number of pupils in this grade, *(the sum of lines A through F should equal the total number of pupils in this grade by ethnic group.)*												
H. Two years or more overage for this grade?												
I. Classified as having an IQ below 70?												
J. *(Secondary schools only)* Repeating one or more subjects this year?												
K. *(Elementary schools only)* Repeating the grade this year?												
L. Transferred to juvenile authorities this school year (prior to March 31, 1969) for causes related to the pupil's behavior?												
M. Suspended two or more times this school year (prior to March 31, 1969)?												
N. *(Secondary schools only)* Enrolled primarily in classes designed to prepare them for higher education?												

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

46. (continued) *As of March 31, 1969, by ethnic group, how many pupils in this grade were:*	Grade 4 or specify				Grade 8				Grade 12			
	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other	(i) Number Spanish Surnamed American	(ii) Number Negro	(iii) Number Anglo	(iv) Number Other
O. *(Secondary schools only)* Enrolled primarily in classes designed to prepare them for immediate employment or for entrance into technical, vocational, or occupational schools?												
P. *(Secondary schools only)* Enrolled primarily in classes not designed for preparation of the activities mentioned in N or O above?												
Q. *(Secondary schools only)* Total of lines N, O, and P; the sum of lines N, O, and P should equal the total pupil membership in this grade by ethnic group.												
R. In average daily attendance during March 1969? *(See question 3 for definition of ADA.)*												
S. Enrolled in highest ability level of English class?												
T. Enrolled in lowest ability level of English class (excluding mentally retarded classes)?												

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0.

		Grade 4 or specify	Grade 8	Grade 12
47.	Does this school group or track students according to ability or achievement in this grade?	A. ☐ Yes, for all students B. ☐ Yes, for highest achieving students only C. ☐ Yes, for lowest achieving students only D. ☐ Yes, for highest and lowest achieving students only E. ☐ Yes, some plan other than the above is followed. *(Specify.)* _____ F. ☐ No	A. ☐ Yes, for all students B. ☐ Yes, for highest achieving students only C. ☐ Yes, for lowest achieving students only D. ☐ Yes, for highest and lowest achieving students only E. ☐ Yes, some plan other than the above is followed. *(Specify.)* _____ F. ☐ No	A. ☐ Yes, for all students B. ☐ Yes, for highest achieving students only C. ☐ Yes, for lowest achieving students only D. ☐ Yes, for highest and lowest achieving students only E. ☐ Yes, some plan other than the above is followed. *(Specify.)* _____ F. ☐ No
48.	If you checked A, B, C, D or E abcve (question 47) on any grade, check which of the following best describes the system of grouping in that grade.	A. ☐ Pupils are placed in a particular group and attend all classes within this group. B. ☐ Pupils may be in different groups for different subjects depending on their ability in that subject.	A. ☐ Pupils are placed in a particular group and attend all classes within this group. B. ☐ Pupils may be in different groups for different subjects depending on their ability in that subject.	A. ☐ Pupils are placed in a particular group and attend all classes within this group. B. ☐ Pupils may be in different groups for different subjects depending on their ability in that subject.

49. *Use the following space and additional pages, if necessary, to give us further comments relative to this questionnaire.*

LEGEND: *Unknown*—UNK.; *Estimate*—EST.; *Not Applicable*—NA.; *Not Available*—?; *None*—0

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